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THE CANADIAN

# WELFARE

SUMMARY



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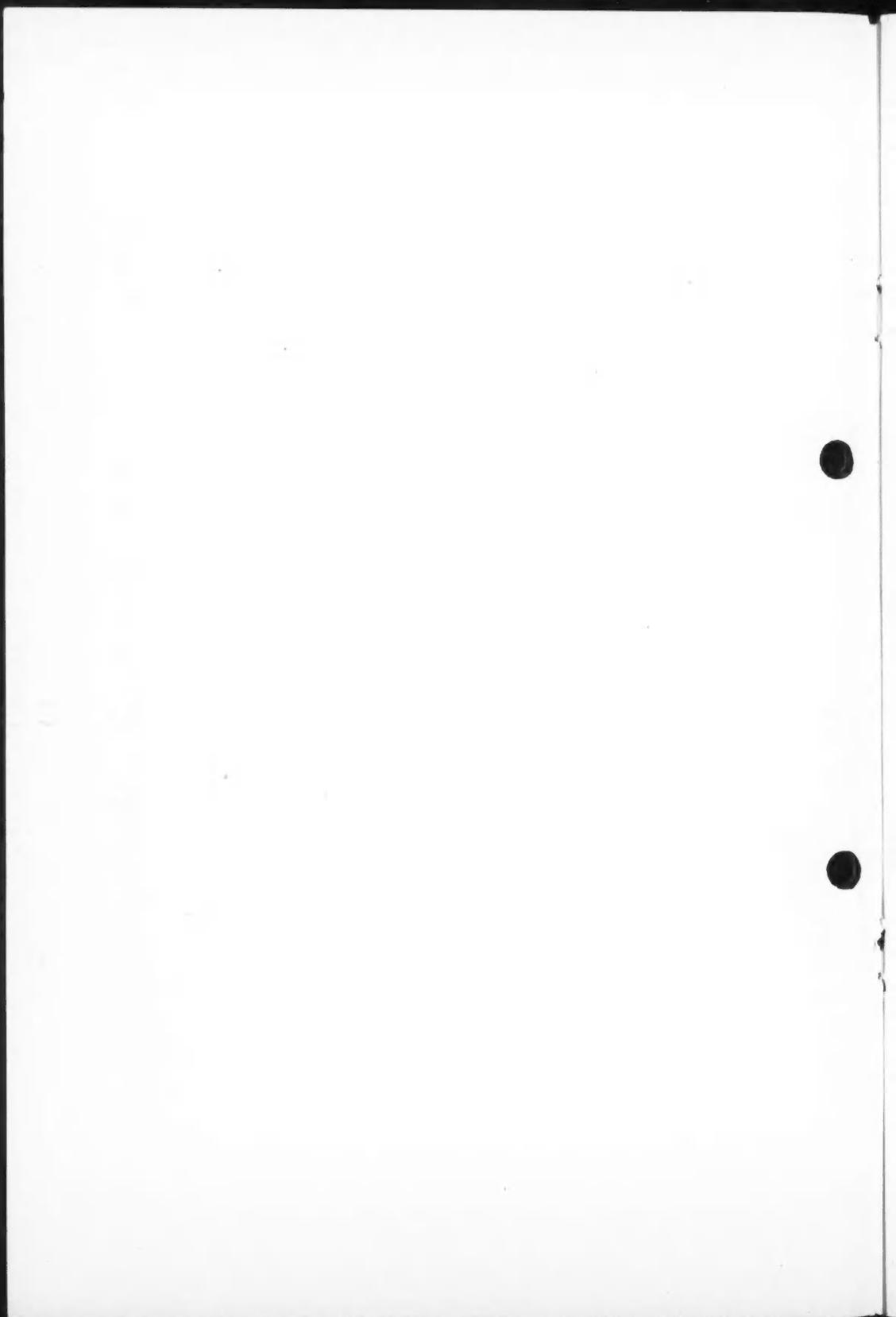






## *“Drought”*

*From an oil painting by FRED STEIGER*



# The Canadian Welfare Summary

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VOL. XIV

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## This Weary Pilgrimage

### The Dependency Outlook in Canada 1939

*An endeavour, based on returns from 210 public or voluntary welfare agencies, and representative citizens in nine provinces, to present to the social agencies across Canada an outline of the situation as it may present itself in the winter's work on which they are now embarking.*

December 31st, 1938

PATRIOTISM demands a measure of honest pessimism in any agency discussing plans for its work in 1939. Anything other than frank facing of the situation would be less than just to hundreds of thousands of Canadians who will again eat the bread of public bounty this winter, for, unless most portents happily belie themselves, public and voluntary social agencies alike will have no lessening of their presently increasing loads. The worst of it is that these increases threaten, after a temporary pick-up, and to a country and people who, after a long and weary pilgrimage had stirred themselves to hope and gaiety again with the pick-up of late 1936 and early 1937.

At the close of 1937, it was peculiarly difficult to estimate what 1938 would bring forth. At that time there was undoubtedly a fair spirit of optimism abroad in Canada, but the heavy slump which began in September in the United States was threatening to slow up our progress,—perhaps inevitably in such closely knit economies.

On the whole, the Canadian situation held up well until the end of December 1937 but fell off sharply in the first months of the new year. The numbers and costs of unemployed in receipt of aid continued to show improvement over the corresponding months of the previous year, and in some areas, continue to do so. But about May 1938, in many centres, a few weeks later in others, and gradually extending to most of the industrial areas, there came a slowing up, a faltering, and then, definitely and unmistakably, increases in under-employment, and in unemployment, naturally reflected first in the pressure on the voluntary agencies of those seeking just a little temporary help, but

later becoming unmistakably the same disheartening increase in the applicants "at the relief office".

Definitely, there can be no doubt that more adequate investigation and supervision standards, as well as improved conditions in late 1936 and early 1937, served to drive down the totals of those in receipt of aid to the lows of this summer. Undoubtedly, the new bases of Dominion percentage grants-in-aid to the provinces and municipalities, while unpopular with some of the former, played their part in carrying provincial supervision of local administration to new levels of care and effectiveness. One result of these circumstances is that the "lows" of this year will probably represent the zero point below which the dependency load, for which the Dominion shares the cost, will not likely drop, under our present system of aid.

Any major increase in idleness and need now will therefore start from a much higher base than in 1930.

### *The Present Situation*

The trends are unpleasant but the increases not yet alarming, though one does not know to what degree present conditions are sustained on the momentum of the earlier months. The returns in the united welfare campaigns are good; in spite of some failures to make objectives, well over  $3\frac{1}{2}$  million dollars was raised in 14 appeals. Such voluntary giving indicates that money is not yet "tight", and that the population in these centres is still willing to give as well as to be taxed for the mitigation of distress.

As to the actual totals of men, women and children on aid, as December opened, it would appear that, when all the facts are totalled up, we are not going to be any very encouraging distance from the totals for the same date last year, which the Canadian Welfare Council estimated at 925,000 and which official figures later set at 948,000. It is something, though, to hold the fort.

This year, there has been some gain in the elimination of the drought area of Alberta, and the reduction of the drought area of Saskatchewan from 150 to 80 municipalities, but as winter has set in, the ravages of rust and grasshoppers on the crops, the low price of wheat, and the necessity of purchasing essential needs after years on relief, all threaten to contribute to a total of aid recipients not materially below that of last year. At the end of November, the Saskatchewan totals were estimated at over 250,000, with the prognostication that

they might touch last year's totals by early winter. There is this important difference, however, that the total costs should be down about 8½ million dollars because per capita costs of the drought area should be substantially lower since the great number of people there will be applicants for partial aid only—fuel or clothing.

The gains in the drought area have been offset, in part, by these losses, and by the, as yet, unhalted upward movement in idleness and need in most of our industrial areas, especially in Ontario and in the newsprint centres. By early December, manufacturing activity had dropped about 13 per cent below the 1937 levels. The shrinkages of 28 per cent in newsprint production and of 13 per cent in the export of planks and boards have meant sharp upward movements in need in the affected areas of Ontario, Quebec, New Brunswick and British Columbia. The Dominion and Ontario Governments have instituted an emergency road work programme in Northern Ontario, and this will mean, necessarily, at least 12,000 more workers in receipt of help to which the Dominion contributes—possibly 25,000 more individuals added to dependency upon public funds for work or material aid.

#### *875,000 to 900,000 on Aid*

If the Saskatchewan totals are put at a maximum of 275,000 persons, the first week in December will probably have recorded 435,000 persons altogether, in receipt of unemployment or agricultural aid in the four Western Provinces; Ontario will probably record not less than 245,000; Quebec anywhere from 150,000 to 175,000 and the three Maritime Provinces about 12,000, for, in the cities of Saint John and Moncton certainly the so-called works programme is neither more nor less than the system which is frankly recognized as aid in scores of other communities in Canada,—a scheduled number of a few hours' work each week for the aid voucher.

Add to these totals at least 25,000 non-resident or homeless men and migrant families who, being cared for by special services reimbursed by public funds, (like the Meurling Refuge in Montreal, the Union Mission in Ottawa, etc.) do not come into the official returns and we were *certainly not far from 875,000 as the probable minimum total* of dependents on so-called unemployment or agricultural aid in Canada, as December 1938 got well under way. And this number may go up, should the victims of Saskatchewan's drought area, and the industrial areas' "lay-offs" increase.

### *Families on Aid*

Not less than 150,000 families are represented in these totals, 90,000 of them city or town dwellers, or general labourers in small villages, and 60,000 farm families. Of the former, possibly as many as 65,000 of our families are in the cities over 10,000 in population; of the latter, from 45,000 to 50,000 are in Saskatchewan's drought area.

### *Type of Workers on Aid*

In the towns and villages scattered across Canada, there are among the general labourers some thousands who have left the farms, but, outside of these, the city and town dwellers in need come, nearly a quarter of them, from manufacturing plants, an almost equal number from construction, a very large number from trade and various general "service" activities, with general labourers numbering over 15,000 of the able-bodied. Breaking down these groups, the overwhelming number are found to be unskilled or semi-skilled general workers or "white collar" people with nothing to market but their skill and that, too often, of a desultory, half-trained type. Inevitably, these years have had their effect in turning workers with ambition or the hope of "getting on" into half-hearted, and indifferent people who feel that "it's only a relief job" or "it won't last anyway".

*Altogether, however, these preliminary totals would show an improvement of 50,000 over the Council's own estimate for this same date last year, and the best early winter figure since this present grief began.*

### *Some Major Problems*

#### *Employables, Partially Employables and Unemployables Merging*

But, unfortunately, not much of a substantial nature can be deduced from our comparative totals. Since the institution of the lump sum grant-in-aid, the provincial authorities have been recognizing, to increasing degree, the application of this aid to the costs of provincial and municipal alleviation of need among "necessitous persons". While the implications of the Dominion legislation would appear to restrict the application of its aid to persons, necessitous only because of bona-fide unemployment or agricultural distress, the Dominion has left it to the provinces to say who were "necessitous". The stipulation is *not* to necessitous *unemployed* persons or persons *necessitous because of agricultural need*. While some provinces hew close to the line, others, and to increasing degree, have allowed their municipalities to throw all types of indigence into one common category and have simply

reimbursed them in a lump sum or pro rata payment. Consequently, under unemployment and agricultural aid to-day, the Dominion is actually contributing to the alleviation of all types of indigence in the greater number of the larger municipalities of the country.

To an increasing degree, the "fully employable" and "partially employable" classifications are ceasing to have as much significance as the implied segregation would suggest. The increasing totals of "fully unemployable" persons on "unemployment relief" indicate the degree to which the Dominion grant-in-aid is becoming just a generalized vote to the dependency costs of municipalities and provinces.

This gradual development hinders any adequate comparison with those totals in other years in which the percentage reimbursement of actual costs and the more rigorous safeguards of certain provinces meant a greater degree of segregation.

#### *"Relief" and Public Works*

Most confusing of all, in respect both to so-called "relief" numbers and costs is the continued inclusion in the relief expenditures of millions of dollars of Dominion appropriations that are frankly public works votes, either directly for Dominion projects, or as aid to provincial or municipal projects. Examination of these projects, over the years, suggests the feasibility and frankness of listing them definitely as capital expenditure on public works, for their immediate impact on actual relief loads in proportion to cost, is transitory and small, and they serve to throw out of all proportion the costs of what could be regarded as bona-fide relief works. Beyond some stipulations as to percentage of workers from relief rolls they are not undertaken under special conditions. They are, in fact and procedure, the ordinary public works outlays, let to regular contractors, with the usual engagement of architects, engineers, etc., characterizing the usual public works construction job. A few hundred men may or may not go "off relief" on to these projects for full or part-time work; they or their dependents go "off" or "on", also, and, consequently, the relief totals show a fluctuation that is not significant and tends to obscure the basic fact that these people are still dependent upon public funds for stimulated work or for aid in its absence.

#### *All Dependency Increasing*

Another factor of major importance is that these totals no longer represent the overwhelming measure of dependency in Canada. General

dependency, itself, is on the "up and up" in the Dominion. An examination of the unemployment and agricultural relief totals of 1935 showed a high number of "employable" persons over sixty-five and under seventy, especially in New Brunswick and Quebec. Now, Old Age Pensions have been adopted in those provinces, and are being increasingly resorted to in other provinces. This autumn, Canada had 180,000 old age pensioners as against 107,000 in 1935. Putting it in its stark outlines, Canada, instituting old age pensions just over ten years ago, has now 42 per cent of all her population over seventy years of age on this form of relief, and New Brunswick, adopting the system only two years ago, has 61 per cent of her population over seventy in receipt of this help. Quebec, with the service two years old, has 50 per cent of her population over seventy in receipt thereof.

Pensions to the blind, instituted in 1937, now go to 3,050 persons.

All these have meant decreases of thousands in "relief to partially employables" but an increase in total dependency relieved through public funds.

Mothers' Allowances are on the increase, and the introduction of the system to Quebec this year will mean, in the next few months, decreases in "unemployed female heads" of families on relief,—but an increase to a total of possibly 6,000 mothers, and 20,000 children in "assistance to needy mothers".

The broadening of veterans' allowance legislation has undoubtedly had the effect of transferring a large number from their former categories as unemployed to this new category, for in the last six months alone those in receipt of this type of help have increased by over 4,000 individual veterans.

Consequently, a quite proper shift of category rather than removal from public dependency is represented in some tens of thousands of those removed from the unemployment relief rolls.

### *What of Relief Settlement?*

Relief settlement, outside Quebec, and, to some degree, Manitoba, is proceeding in a somewhat desultory and "spotty" fashion, with little real enthusiasm. Many of the reports from urban centres state that after three and four years on the land, many of the families placed still require aid. It cannot be said that land settlement has yet been adequately and comprehensively organized, really studied as a serious item in a programme of re-establishment, or explored in relation

to the regional resources and needs of specific areas. Many local welfare officials write, with real enthusiasm, of the possibilities of well organized small settlement schemes that would contemplate prior breaking of the land, the erection of modest shelters, and the gradual movement of selected groups of settlers to small scale projects related to markets and demands in the area of settlement.

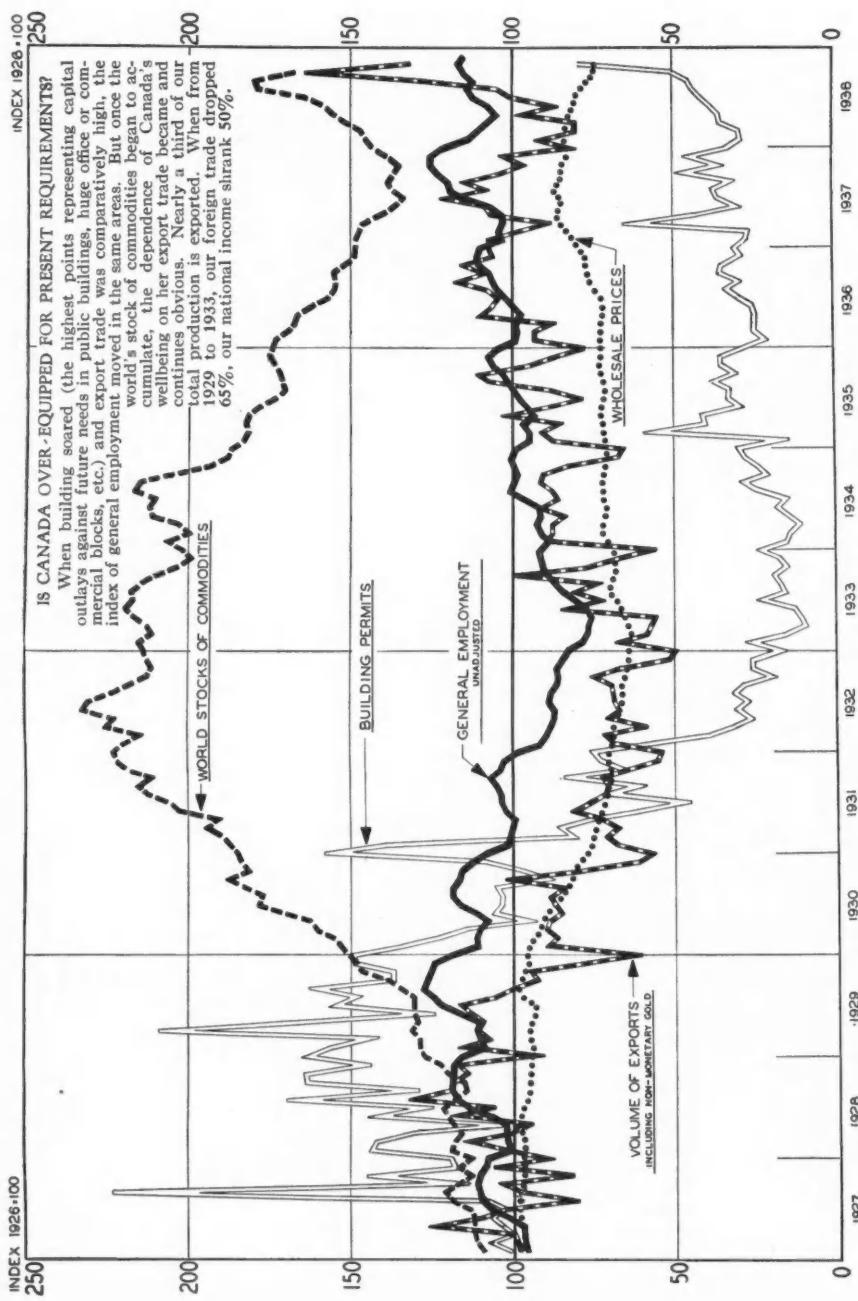
### *And Youth Training?*

The extension of youth training projects has been everywhere welcomed as a step, long urged, and some of the projects are enthusiastically endorsed. But certain weaknesses are cited in the experience of some of the agencies.

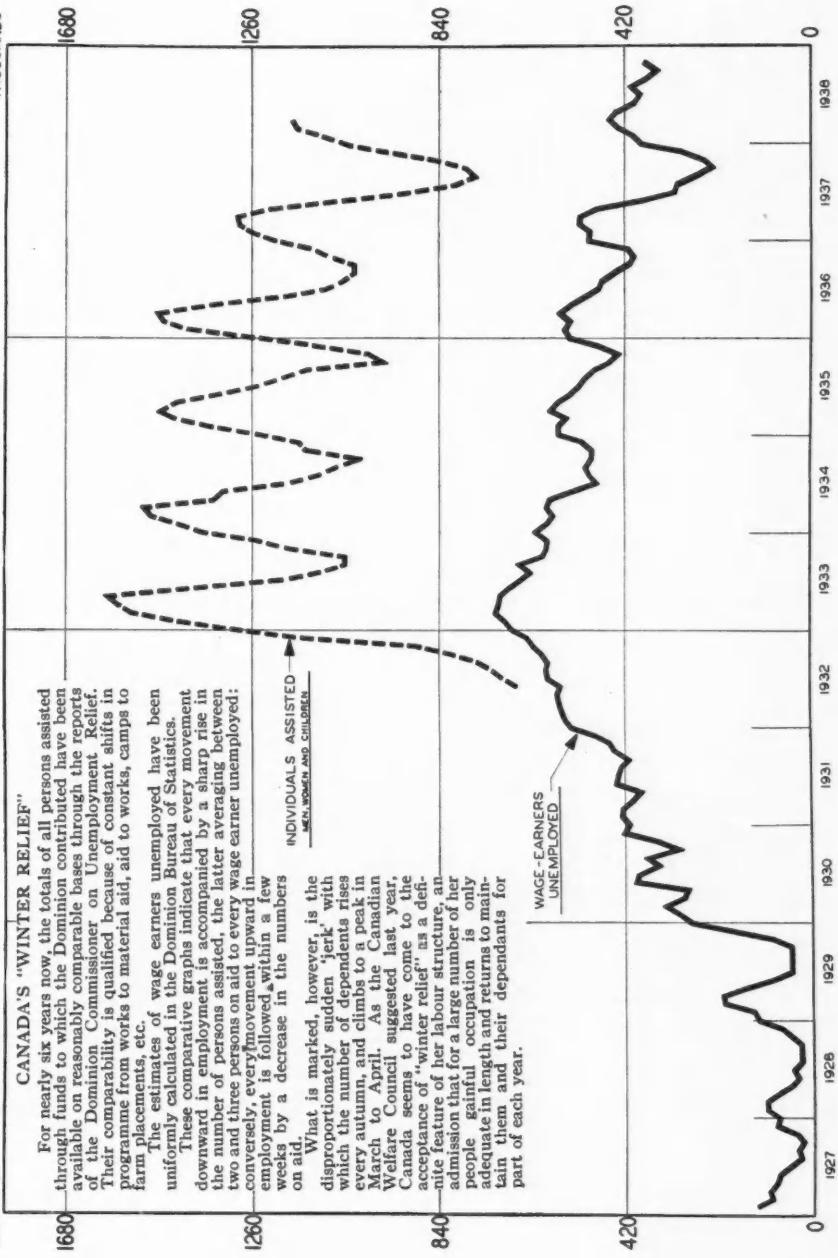
In the first place, and recurrently, one meets the criticism that especially when the regularity and discipline of employment have been lacking in these homes, some of the training plans and procedures for the young boys and men particularly, lack "drive, regularity and discipline". Generally, and from employers everywhere, one hears the criticism that Canadian youth has to be taught to work with energy, discipline, and a sense of responsibility. Thousands lack these attributes and have to be taught how to work first, then "what to work at". Certain youth training projects, in which each trainee may work only a few hours a day as one of a group or which consist largely of "physical training", but without sustained training in discipline and responsibility, are cited in the experience of some of the agencies as calling for correction.

Another warning in the youth programme, recurrent in many comments, is the absolute necessity of its complete planning. It is urged that the training offered should be very closely integrated to supply and demand in the areas and occupations selected and that the training and placement of trainees should be co-ordinated through the public employment services and the close collaboration of private industry and business. Cases are cited in several centres of boys turning keenly to the courses, and then becoming disillusioned and resentful over inability to get employment upon completion of training. Several replies complain that rarely are more than a quarter or a third of the trainees placed in gainful occupation.

These criticisms, where they are advanced, are offered in the most sympathetic and constructive spirit, for the opinion is expressed that, if these deficiencies are caught up early, the plan can prove one of the



THOUSANDS



most effective and constructive developments yet evolved in the problem.

### *The Immediate Outlook*

One thing, unfortunately, is beyond doubt,—that during the autumn unemployment has been going up.

#### *Unemployment Up*

The trade union, the employers', and the Employment Service returns show the same trend. Since April 1938, the percentage of unemployment among trade unions has been rising slowly, but steadily over 1937, standing in October 1938 at 12.3 per cent compared with 8.9 in October 1937. Employers' returns showed a decline of 10.6 in the index of employed from October 1937, while the daily placements of the employment offices declined 5 per cent. The ratio of placements to applications was about 50.5 per 100, as compared with 62 per 100 in 1937.

The number of idle workers we do not know; the number of idle wage-earners is regularly estimated by the Dominion Bureau of Statistics, and between their totals of wage-earners unemployed and the official totals of employable persons on relief, there has always been a wide, wide gap representing to large extent those who "got by" without relief. In August of this year, this difference was over 200,000. Most disturbing of all factors at the present time is the jump in the Bureau's estimates of wage-earners unemployed to 136,000 more in October 1938 than in October 1937.

Throughout these recent years there has been no misconception more common in Canada than the impression that all the unemployed were in receipt of aid. If the unemployed had not fallen back upon their own families, relatives, friends, and ingeniously utilized resources and devices, stretched to the tragic limit, this country could not have survived the idleness of this decade. If things are breaking again, it is the unemployed themselves who will be first and hardest hit.

Under such circumstances it would appear incumbent upon the social agency to lift its eyes from the application forms and record sheets that are, in part, its stock in trade, and scan the heavens for portents that may bode good or ill for its clients.

#### *Portents of Fair Weather*

At this date, it is, to some degree, the apparent trend rather than actual conditions that is disturbing.

In many of the returns coming to the Council the statement frequently occurs that local interests look for a better year in 1939 because of anticipated benefits from the new tripartite trade treaties.

Yet another comment points out that while business generally "rode at anchor" for the first 8 months of 1938, there was a decided improvement in November over October, even if the volume of business was down 9.2 per cent in the first eleven months over 1937: and that it is to be remembered that 1937 was the best year since 1929.

There is perhaps most hope in the fact that, whereas last year the general economic index fell fairly steadily from September onward, it flattened out early in December 1937 (to 106.1 compared with the 100 base in 1926) and for a year now has fluctuated within a remarkably narrow limit, approximately 104 to 107. It perhaps reflects, faithfully, the story of business in Canada this year,—the tale of a man ready to run a race but uncertain whether to start.

And, once again, our sheet anchor has not failed us. Increased production, employment, actual new wealth, and exports in mining have proved most effective in keeping the economic ship of state reasonably steady in tossing seas. In value and significance, Canada's annual mineral production is taking up the slack of the wheat crop in her national economy.

#### *Not Quite So Fair*

With appreciation of the really constructive, long range projects in Prairie reclamation, there comes from the West, for the first time, an expression of fear and insecurity. Drought never "downed" the Prairie people, but now there is this grave concern as to the future of the wheatlands if, in the growth of autarchy, former customers do not want their wheat, or can pay only such prices that living standards are challenged from the head of the lakes to the Rockies. Here, too, however, there are glimmers of light—a note of greater happiness because at least the land has been green again, and an intelligent determination to tackle the marketing problem on fundamental lines, this latter feeling doubtless being due, in part, to the successful marketing conference held in Winnipeg in December.

#### *Fair to Stormy*

Definitely, portents have not been propitious in our industrial and urban centres.

In building, undoubtedly the new low cost housing scheme of the Dominion has helped construction in some places, particularly at the Pacific Coast. But industrial building has been slow, offsetting business building increases, with the exception of Edmonton where the heaviest programme of years is projected for 1939. On the whole, building has lagged in Canada this year, and outside of the Northern Ontario and Ontario highways construction plan, there seems little indication, in the local agencies' reports, of much hope for betterment now until the spring, if then.

#### *Various Key Activities*

Iron, steel and automotive manufacturing have slipped about 17 per cent, and like an echo, the totals on aid in Hamilton, Oshawa, suburban Toronto, and Montreal have reacted. Peculiarly enough Windsor totals remain down and even show an improvement.

Shoe manufacturing was also down in the first ten months of the year, with consequent reactions in the centres of the trade in Western Ontario and Quebec.

Contraction in textile production, though not so severe as in some of these other industries, struck immediately in those areas with heavy concentration of this production in Ontario and Quebec.

Need has reared its head again in certain of the coal mining and fishing areas of Nova Scotia—in Sydney, in the New Glasgow-Pictou country, and in the fishing villages where low prices have prevailed for the catch.

#### *Rail Transportation and Workers*

Significant and disturbing is the fact that the decline in freight loadings was 192,970 cars in the first 50 weeks of 1938, a drop of 7.6 per cent over the same period in 1937. Heavy increases in the grain, pulpwood and ore movement did not offset the loss in coal, pulp and paper and in miscellaneous freight—a reflection of reduced industrial and export activity.

The lay offs and short time imposed by the railways, following on these conditions, are reflected in the returns particularly of the voluntary welfare agencies, to whom those ordinarily employed are likely to go first for supplementary help in what they hope is still a temporary need. With the memory of 1932-4 fresh, the fear that these present contractions may be the forerunner of longer lay offs and

"bad times again" is reported, particularly among the families of the railway and carshop men, but fortunately the immediate outlook still gives ground for hope.

### *The Outlook in Other Countries*

Canadian economy swings in equipoise between that of the United States and the United Kingdom.

#### *The United States*

Pump priming and lavish spending do not appear to be lifting the United States of America out of its slough of idleness and need. To Canadians, whose bill for material aid, public works, and other projects, incurred for the sake of relieving unemployment, will amount this fiscal year to a paltry \$85,000,000 (probable inclusive total, Dominion, provincial, and municipal disbursements), the U.S.A. bill of \$261,000,000 for public relief for September 1938 seems fantastic. "There just ain't that much money in the world" is the reaction of the average hardheaded Canadian citizen while the appalling totals of 6½ million families—21,000,000 persons in receipt of some kind of public relief in the Republic in November similarly staggers our imagination.

United States conditions generally strike us like an echo or tidal wave, with a time lag of four to six months, and what Canadians must realize is that, in the United States, "the relief rolls are up sharply, over this time last year". \*As with us, the summer of 1937 was a good year in the United States, September 1937 being a "low" month in costs, but since October 1937, the upward swing has been gathering head, practically without interruption, and obligations for the first nine months (a little matter of 2-1/5 billions, about 2/3 of our national debt) are up 22 per cent over the same period in 1937, while the September 1938 costs are 55 per cent higher than for the same month in 1937.

The authoritative Survey Midmonthly says of the November situation, "There is, of course, a chronic shortage of funds everywhere, a persisting hand to mouth policy, and in many places a fair case of jitters as to the winter's outlook. . . . With the growing indifference of the public to the human aspects of the direct relief problem, accepted reluctantly as permanent and hopeless, is a sense of utter confusion over the whole business. . . . Many competent observers fear that, after the elections, there will be a sharp reaction against the cost

\*Survey Midmonthly, November, 1938, p. 339.

of relief—relief meaning everything—with direct relief taking the brunt."

### *The United Kingdom*

As long ago as February 1936, the Committee on Economic Information of the Economic Advisory Council† (United Kingdom) recommended planning for a continuance of "trade recovery and the decline of unemployment" until at least the latter part of 1937.

The trade cycle would then run through its course to 1943 (from early 1936). The experience of the last twelvemonth appears to justify the prognostication.

In the United Kingdom, a most disturbing feature is what *The Economist* describes as "the rapid growth in the number of wholly unemployed persons". In October 1938, the number of unemployed persons in Great Britain had increased by 442,000 over the preceding year and, though the rate of increase from October to November was slower than in 1937, "the deterioration", to quote *The Economist* again, "cannot be ascribed to seasonal influence". The political crisis sent employment up in coal, iron and steel industries, which has since slackened, as has employment in cotton and wool textiles.

The tense uncertainty of late summer and early autumn undoubtedly affected all production plans, with consequent reaction on employment. After the first exhilaration of relief, the peace purchased at Munich has proven uneasy and insecure, and the fear of war or anticipation of staggering taxation for armaments has left "industry still marking time" in the United Kingdom, the United States of America, and in Canada.

### *The I.L.O.*

Leading industrial states still report heavy percentages of unemployed and the Year Book of the International Labour Organization opines that even the high point of business in 1937 can be regarded only as a partial return to prosperity. In fact—one wonders whether with a cynical humour—the I.L.O. suggests that 1937's chief claim to being a "boom" year is that it has been followed by a depression. "How serious the downward movement will prove to be it is impossible to foretell. . . . New and inestimable factors in the situation . . . make all forecasts unreliable", says Geneva.

†Report of the Unemployment Insurance Statutory Committee, February 21st, 1936.

### *Scene from the Relief Offices*

In the Council's canvass of the situation this year, both in its correspondence and in field visits, a note recurs too significant to ignore, a note reported, too, by the Survey Midmonthly in its similar "once over" of the situation in the United States. It is that of a great lassitude in the country as a whole. An abiding weariness, a fatigue seems to be upon the land, a grim acceptance on the part of the taxpayer that "relief is here to stay", a terrible, tragic apathy on the part of the people that "Well, we'll never get work again anyway". The let-down, after the pick-up of 1937, has had a demoralizing affect on thousands, shattering their renewed hopes and simply crushing them into dulled acceptance of circumstance.

The threat to Canadian wellbeing seems to lie now not so largely in the actual sag which we may be facing in employment but in this let-down of spirit and morale in the country as a whole. One old timer may perhaps be allowed to speak for the man in the street:

"Relief is a mess. Nobody cares about it any more. We are all used to it—governments, taxpayers, and the people who get it. And, anyway, we are all tired and going in circles, and aren't going to go any other way until some two-fisted guy, who really believes in Canada, comes along and gives us a crack in the head that will knock our democracy out of its jag. Then we'll begin over again. That's the way I feel in this year of our Lord 1938, and I think there's a lot more feel the same. Happy New Year!"

Another official puts it another way, quoting a man entering his eighth year, dependent on relief—

"If this is democracy, what's worse?"

In spite of the merry cynicism of "Old Timer", there is grave danger in his prognostication. In such a mood let a crusade be summoned from any direction, extreme right or extreme left, and there will be a galvanic reaction in the life of the needy and the common people. And many of those who serve in the welfare agencies realize the danger in such a spirit of drift and express the opinion that the Canadian people must be roused to "breaking this deadening clinch".

With this there is too a steadily sounded note that we must get down to the fundamental factors in the situation. Tersely, one experienced administrator puts it, "As long as we act as if salvation will come from the building of another section of city sewer, there can be no hope".

## Reveille

By March 31st, 1939, Canada will have spent since 1930, about 920 million dollars on "direct" relief, relief works and projects,—and will likely have as many people dependent on such relief as when she started or more. Partly because of the clashing jurisdiction of the Dominion and its provinces, she has neither legislation nor comprehensive planning to deal with the problem beyond the jurisdiction of each current fiscal year, and she has a population, in large part dispirited, on the whole uncertain, and yet natural resources, whose per capita ratio is perhaps unsurpassed in any state to-day. She has good neighbours, few enemies, and, on the whole, a young and vigorous people.

She must be roused to renewal of the old time "drive" of her people, to realization that at its worst democracy alone accords with the instincts of freedom in our race, that as such it is abundantly worth our saving, and that no effort which will adapt it to the better living of our people should be beyond our capacity or will.

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## *Veterans and Pensioners in Receipt of Public Aid*

ONE OF the most complicated problems in the alleviation of distress among persons in unemployment, occupational or agricultural need is raised by the position of the Great War veteran, whether in receipt of pension or distinguished by war service alone.

The difficulty in the situation arises from the contention that "no man with war service to his credit" should be "forced to use the ordinary channels of relief" and that, therefore, a service qualification alone should admit any such man in time of need to help at the sole cost of the Dominion Treasury.

### *Classification of Veterans*

Veterans in receipt of special aid, assistance or relief might be classified as:—

- (1) Civilian veterans.
- (2) Pensioners.
- (3) Veterans in receipt of Veterans' Allowances.
- (4) Pensioners in receipt also of Dominion aid.

### *Civilian Veterans*

This designation might be applied to all those men who served in the Canadian, British or allied forces, but not necessarily in a theatre of actual war; who suffered no pensionable disability; and who today are unemployed or in receipt of some type of help due solely to the operation of community conditions and without definite relationship to war service. It has been variously estimated that as high as 10 to 15 per cent of unemployed men (married and single) who are in receipt of some form of public help in Western Canada today, might fall within this group of civilians with military service in Canada or Overseas, with the percentage possibly higher in Ontario and parts of the Maritime Provinces. They receive such help solely as civilians and it is among this group that the agitation for Dominion assumption of 100 per cent of their aid comes. Their claim is based on war service only, without regard to any direct disability, the principle involved being that culminating in the costly "veterans' bonus" of the United States.

The advocacy of such specialized grants on this basis is opposed by many elements within the returned men's group itself.\*

### *The Pensioner*

The pensioner may briefly be described as a veteran with a proven and recognized right to federal funds by virtue of disability incurred as a result of war service, and in respect to which a pension has been awarded and is being paid at the schedule provided in the Pension Act of Canada.

As such, he enjoys a pension award administered through the Department of Pensions and National Health, on a contractual and statutory basis, in payment of a recognized obligation for disability in civilian life incurred by reason of war service.

His problem, as far as administration is concerned, is, therefore, a clear-cut one of ascertaining disability and war liability therefor, and of awarding and administering the pension to which he is entitled. In the fiscal year ended March 31st, 1938, 79,876 such pensioners and 18,105 pensioned dependents (mothers, widows, etc.) received \$40,682,000 in such payments.

### *Veterans in Receipt of Veterans' Allowances*

The Veterans' Allowance system was introduced under the War Veterans' Allowance Act of 1930 (amended 1936 and 1938) to make provision for the maintenance of the aged or infirm incapacitated veteran, who was in necessitous circumstances and otherwise unprovided for, or only partially so. As such, it partakes somewhat of the nature and principle of Old Age Pensions in the Dominion with special features adapting it to the veteran's case.

#### *Who are Eligible*

- (a) Veterans of the Canadian Expeditionary Force or veterans of the Canadian South African contingents, provided in the case of the latter that they had landed in South Africa prior to June 1st, 1902.
- (b) Veterans of the Forces of His Majesty or those of His Majesty's Allies, who were domiciled in Canada at the time of enlistment for the Great War.

\*For instance, the Dominion Executive Report of the Amputations' Association of the Great War in September, 1937, stated, "We consider that service pensions, bonuses or any other form of general sop to the veterans of this country are extremely dangerous playthings and cannot be considered as contributing to their welfare or to the best interests of the country. It should be recognized, however, that only minority groups have so far raised the question of general service pensions. It is felt that the overwhelming majority of organized and thinking veterans take an entirely different position."

(c) Veterans of the Forces of His Majesty who were domiciled in Canada at the time of enlistment for the South African War provided they had landed in South Africa prior to June 1st, 1902.

#### *Conditions of Eligibility*

The Act as amended provides for three classes of veterans, as follows:

- (a) The veteran who has attained the age of 60 years.
- (b) The veteran of any age who because of disabilities is permanently unemployable.
- (c) (1938 amendment) The veteran who while unable to qualify under either of the above classes, having served in a theatre of actual war, is in the opinion of the Board incapable and unlikely to become capable of maintaining himself because of economic handicaps, combined with physical or mental disability or insufficiency.

#### *Note*

The Act requires with respect to Class (a) and (b) above, that the veteran must have served in a theatre of actual war, or be in receipt of a pension or have received a final payment in commutation of pension. Class (c) applies however only to veterans who served in a theatre of actual war.

#### *Amounts Payable*

The amount of allowance payable is discretionary with the Board but must not exceed:

- (a) Twenty dollars (\$20.00) per month to a single veteran, whose total income including the allowance must not exceed \$365.00 per annum.
- (b) Forty dollars (\$40.00) per month to a married veteran or a widower with children whose total income including the allowance must not exceed \$730.00 per annum. (Allowances can only be paid at married rate if veteran is residing with his family).

#### *Various Provisions*

- (a) Applicants must have been domiciled in Canada for the six months immediately preceding the date of the proposed commencement of the allowance.
- (b) The allowance is not payable outside the Dominion of Canada.
- (c) Recipients of War Veterans' Allowance cannot benefit from Old Age Pension and War Veterans' Allowance at the same time.

(d) Since allowances are awarded for the veteran's maintenance, when a recipient of allowance is admitted for treatment to an institution, a reduction may be made in the allowance.

### *Procedure in Applying*

Application of any veteran, entitled to assistance under the Act, must be made personally or by mail to the nearest office of the Department of Pensions and National Health.

Although final decisions are made by the War Veterans' Allowance Board in Ottawa, all original applications must be made through the nearest office of the Department.

The Act is administered by an independent body known as the War Veterans' Allowance Board, and at the close of the fiscal year ended March 31st, 1938, 13,244 veterans were in receipt of such allowances, involving an annual commitment of \$3,899,000.

It will thus be seen that the Veteran's Allowance grant occupies a position that might fundamentally be regarded as mid-way between a pension grant and an out-and-out grant of social assistance, such as an old age "pension". A military pension awarded under statutory right, recognized by virtue of disability, arising or aggravated by war service and impairing or destroying the employability of the veteran, is based on the principle of establishing certain fundamental facts which thereby establish a claim to be met upon the demand of the pensioner. The Veteran's Allowance is payable on the basis of actual proof of social need, but on the other hand, certain statutory conditions must be met in respect to actual war service, without which no claim for eligibility can be advanced regardless of the extent of need.

### *The Pensioner in Receipt of Supplementary Relief*

In recent years there has developed another avenue of payment of help to the veteran who is also a partial pensioner. This is "supplementary unemployment or agricultural relief", which is not directly related to the pensioner's war service, but is paid solely on the evidence of his unemployment and need. It is supplementary, in such amount as the Department of Pensions and National Health may fix, to the partial payment of pension to a veteran on pension, or who has commuted a pension greater than 5 per cent disability.

It is evident that grave complications can arise in the payment of this Dominion help to persons who are actually in the same condition of unemployment, occupational or agricultural distress as the civilian

in the community with differentiation only on the basis of a small disability pension. Such an arrangement has been fraught with great difficulty in the separate treatment of such recipients of Dominion help, through the direct administration of the Department of Pensions and National Health, and the organization and administration of civilian aid, to which the Dominion was also contributing, through the regular channels of the public welfare services. The discrepancies between the aid schedules and payments, and the Departmental schedules and payments have been a source of constant difficulty, and in August, 1932, the Federal Government adopted the policy of payment of this help on such a basis that the income of the pensioner in receipt thereof (including pension in cash and help in kind) would not be less than the aid which the civilian of similar status received in the municipality of residence. In addition the partial pensioner was allowed to earn and retain up to \$10.00 a month without deduction in the payment given him.

The cost of this form of help jumped from \$430,000 in 1927 to \$2,232,000 in the fiscal year 1937-38, paid to 11,179 different pensioners with 28,000 dependents. On March 31st, 1938, 8,344 pensioners with 20,700 dependents were on the active list.

It seems obvious that this form of help has no relation, presumably, to unemployment arising from war service. If it had, it would seem reasonable that a higher pension or a veteran's allowance should be awarded to the veteran. It is really unemployment, occupational or agricultural aid paid to the partial pensioner who, because of his inability to support himself fully in the civilian community, is in need of supplementary income. As such, its administration and eventual growth present difficulties as long as it is a distinct form of help available from Dominion sources alone.

The Canadian Conference on Relief Problems convened under the Canadian Welfare Council in 1933 summarized some of the problems in this field of relief to pensioners, in part as follows:

- (a) Provincial and municipal authorities practically everywhere and even voluntary charities, realizing that the unemployed pensioner and his family can get relief from the Dominion authority, are declining to provide him with direct relief on the "three-way" (i.e., Dominion-provincial-municipal) basis and are referring him directly to the Pensions officials, partly because there is a general assumption (because of this practice of supplementary relief) that the pensioner is entitled, in

addition to pension, to relief, and partly because of a natural tendency to place on the federal treasury 100 per cent of any claim that can be lodged there.

- (b) The same authorities are refusing to employ such pensioners on works projects, or to assign them to available employment because they feel that the Dominion Pensions Department "will carry them anyway" and existing employment is reserved for "their own cases" whom they are anxious to get off their lists.
- (c) There is a serious and marked tendency for the pensioner to remain continuously on such relief.
- (d) There is constant comparison and complaint in local communities as to alleged differences in services, schedules, &c., open to the low rate pensioner on relief and the civilian on relief.

The situation would appear to raise the question of action along one of two lines:

- (1) Retention of this form of direct relief within the Dominion Department of Pensions and National Health, but with the creation of special machinery adequate in staff and equipment to handle it, or
- (2) Assignment of this problem of direct relief to the same units and machinery handling all other direct relief, primarily due to unemployment, or general social conditions in the community, even if the Dominion power makes a special agreement re the reimbursement of the aid granted.

There are reasonable arguments for the latter as the constitutional and constructive method of dealing with the problem and the one that will bring wider and more varied services to the pensioner on relief.

It is averred that supplementary payments to a pensioner are relief grants, not pension payments, and as such should bring to the veteran any and all services to which he is entitled as a citizen and taxpayer, in addition to those to which he is entitled as a pensioner under federal legislation.

While, however, the veteran should thus be encouraged to seek civilian relief through civilian channels, and while he would not be classified under a separate system of Departmental relief, it would be desirable to afford him separate registration and application facilities where a worker, especially versed in his needs, would be at his service.

Were such a departure to be urged in any community it would be well to suggest that:

- (1) Where well organized Welfare Bureaux and similar services exist efforts should be made whereby the veteran and his family would be assured employment and general social services without prejudice because of the fact that he is a pensioner.
- (2) In each relief office there should be a special department for veterans, pensioned and non-pensioned, in charge of a special worker, thoroughly versed in pension and allowance regulations, etc., situated in a separate room and delegated to receive veterans' applications.
- (3) Where possible, veterans should be assigned to a special veterans' hostel in a community where more than one hostel operates: to their own dining hall where this is possible; or to their own dormitories or tables where only a common hostel offers.

C.W.

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### *“Social Service Day” in Hamilton*

THE Hamilton Council of Social Agencies, which in 1937 met outstanding success with its Social Service “Exposition”, adopted a somewhat different plan in its autumn effort in 1938 to bring the work of the welfare agencies before the public.

“Social Service Day” was set apart for social talks, publicity, demonstrations, and general advertising, while Open House to visitors was arranged for all agencies. Members of the Committee and their helpers telephoned approximately 3,000 people and a great deal of publicity appeared in the Press, while advertising matter of various kinds was used.

While this year's project did not meet with such apparent success as that of last year, the Council's Committee feels that at least it has gained much in knowledge and experience, not only on the need for interpretation of social work, but on the nature of interpretation that is called for.

Our correspondent writes: “We found that the average citizen finds it difficult to tie in all the agencies and their various functions, which showed the need of interpretation by our agencies of the work that is being done by others.”

The possibility of a special Social Service edition in the newspapers as a project for another year is now being explored. M.B.

## Rev. H. M. Pearson, B.A.

**I**N THE untimely death of the late Rev. Harry Mitchell Pearson, Minister of the United Church congregation of Brant Avenue, Brantford, Ontario, the Christian Church lost one of its most promising younger leaders. Following an illness of six days, Mr. Pearson passed away on Monday, November 28th, 1938.



Mr. Pearson was born in Hamilton, Ontario, on September 11th, 1891. His early and High School education was received in his native city, from whence he entered the University of Toronto. During these earlier years, Mr. Pearson was actively associated with church work, and his mind was set on the Christian ministry when he left Hamilton to attend the University of Toronto.

Following the Arts course in University College, and a training in theology in Knox College, Mr. Pearson began his ministry in St. Enoch's Church, Toronto, where he served from 1920 to 1925. It should be noted that his academic training was broken

by the War, during part of which period he served as Chaplain in Northern Ontario. During 1925 he was a resident Don in Victoria College, and about the same time, served in College Street Presbyterian Church, Toronto.

Mr. Pearson was married in 1925, and in the same year removed to Kenora, Ontario, where he was minister until 1928. His longest ministry was spent in St. Giles United Church, Winnipeg, where he served from 1928 to 1936. It was from this church that he was called to Brantford where he began an active and forward-looking ministry a little more than a year and a half ago.

A chronological record of our friend's academic training and ministerial service serves only as a background for the character of the man and his work. From the beginning, he revealed more than ordinary preaching gifts. For this high office he was endowed by natural tendencies, and also by academic training. Year after year in a varied and

often exhausting ministry, he never allowed anything to detract from the primary place and function of the pulpit. His was a vigorous mind, that expressed itself in clear and forceful fashion. He was a student of the Scripture, always diligent in applying its teachings to everyday life. His pulpit utterance was directed toward modern need, not in general terms only, for his was a realistic mind.

Mr. Pearson in his first ministry at St. Enoch's served a changing district, in which human need was becoming an ever-increasing and demanding factor. Early in this first congregation he associated himself with Social Workers. He was active in community organization, and in this period of his ministry, was one of the first presidents of a Neighbourhood Workers Association group. Several persons now engaged in Canadian Social Work, will remember our friend and his service during these formative years of social welfare in our country.

Mr. Pearson came to St. Giles Church, Winnipeg, to meet the challenge not only of a changing urban district, but also of a mixed population. While he recognized that St. Giles was an historic congregation, to be served, in part, along traditional lines, he saw clearly that the challenge of an urban, new-Canadian community also must be faced. He entered upon this task in at least three ways: first, by word and deed, leading his regular members to understand the needs of the community in which the Church was situate; second, by organizing youth and other groups into the congregation, into the membership of which persons of different nationalities were welcomed; thirdly, by joining with Social Workers in seeking constructive solutions of urgent welfare problems.

Mr. Pearson found his life interest in this Winnipeg ministry, and after some years, became more and more a leading Christian citizen in the Gateway of the West. His friends and associates recognized this development. Toward the end of his Winnipeg ministry, Mr. Pearson was president of the Central Council of Social Agencies of Manitoba, the first president of the Family Bureau of Winnipeg and one of the most active leaders in the organization of other community projects.

In his passing, he is mourned by his wife, Mrs. Olive Pearson, and their only child, Janet, aged seven. His many friends, both west and east, can never forget the memory of a minister and leader who spent himself gladly and with enthusiasm for the sake of his fellow men. Our world has been enriched by his service; but the circle of our earthly friendship is the poorer for his passing.

JAS. R. MUTCHMOR.

# Central Volunteer Bureau, Montreal

MARY JENNISON

*Executive Secretary of the Central Volunteer Bureau*

THE Central Volunteer Bureau of Montreal is a Canadian pioneer in organized effort to bring closer together the volunteer forces of the community and the professional social services needing volunteer understanding and support. Working through a system of individual placement of volunteers in social agencies, accompanied by a teaching programme, the Central Volunteer Bureau conceives as its primary purpose the spreading of knowledge of social needs, of social services designed to meet those needs and of accepted standards of service.

It must be conceded at the outset that so far as this philosophical purpose is concerned, the Central Volunteer Bureau in the first year of its existence has not set the world on fire. The best which can be claimed is that by our efforts a few more citizens of Montreal are more intelligently conscious of Montreal's social needs than they were twelve months ago, and a few social agencies have received voluntary help at some points of heaviest pressure. The fact that the Board and Executive Secretary of the Bureau have themselves become increasingly conscious of the volume and importance of the work waiting to be done may also be counted as a healthy sign of growth.

## *Junior League Sponsored Development*

Concretely, the rise and development of the Central Volunteer Bureau has happened along the following lines:—

The Junior League of Montreal, feeling the need of better co-ordination in its voluntary service, had for some time given consideration to the possibility of such a bureau. It was conceived from the first as a community project, from which the League itself, as one organized group in the community, would reap benefit and for which the League would, in its initial stages, assume major financial responsibility.

Accordingly, an independent Board was set up, consisting of fifteen members, nine appointed by the Junior League and six by the Council of Social Agencies. On the Board are a doctor, a lawyer, two social workers, two business men, a volunteer with social work training, four past presidents of the Junior League, a chairman of the Junior League Placement Committee, and the second Vice-President of the League.

An office was secured in the Forum Building through the courtesy of the Montreal Council of Social Agencies. An Executive Secretary was engaged and sent to study similar experiments in the United States. With these preliminaries, on December 6th, 1937, the Central Volunteer Bureau, the first of its kind in Canada, opened its doors for business.

### *Three Policy Problems*

Three main problems of policy faced the Bureau almost at once:—The need to learn social agency requirements in volunteer services, and something of the quantity and quality of service already being given; the need to discover new avenues of recruiting for volunteer service; and the need to develop a working policy with the Junior League.

Conferences with executives of social agencies, either individually or in committees, a questionnaire sent to all agencies in the Council asking specific questions as to volunteer needs and volunteer service already given, and a general appraisal of the community situation served to give some sort of direction as to where volunteer help was already concentrated and where the gaps lay.

Letters to women's clubs, alumnae societies, and other organized groups, conference with board members and interested lay people, brought the first applicants for volunteer work. This beginning was followed in September by a printed folder describing volunteer possibilities and the services which the Bureau was prepared to offer. Since Labour Day there has been no dearth of applications. The results of the recruiting folder have proved conclusively that Montreal is "social service conscious", and that the numbers of people who are willing to help are limited only by our ability to make the service known and to place satisfactorily those who volunteer their service.

The working relationship of the Central Volunteer Bureau to the Junior League was not organized until the end of the Junior League year in May. At that time, the Executive Secretary of the Bureau took over the interviewing and placing of all active Junior League members, working for this purpose directly under the Placement Committee of the Junior League and indirectly only under the Board of the Central Volunteer Bureau.

### *Educational Activities of the Bureau*

Meantime, educational work was going on. Two classes for Junior League Provisional members have been held, one in February and another in November and December. A lecture course for volunteers

in hospitals was organized during the spring, built around the fortunate presence of Miss Helen Beckley of the Cook County Hospital of Chicago. Miss Beckley was at that time doing some special work at the Montreal School of Social Work.

A Discussion Group for volunteers and board members of Council Agencies was held in October, led by the Executive Secretary. At this group Miss Elizabeth Shrader of the Montreal School of Social Work, Miss Nora Lea, president of the Canadian Association of Social Workers, and Miss Bessie Touzel of the Canadian Welfare Council staff, gave valuable assistance. Two additional study courses are in preparation for 1939.

### *Some Achievements Recorded*

One year's experience is too short a time on which to base any real evaluation of the work. A few tentative conclusions only can be reached. We do know that the two hundred or so Junior League volunteers interviewed and placed for their season's work are happy in what they are doing, and are giving efficient service. Whether they are happier and more efficient than under the old system is not for us to say. We also know that one hundred and eleven other volunteers, including a sprinkling of young men and a group of students from Royal Victoria College, have worked or are working in social agencies as a result of our effort. We know that to recruit and place a non-League volunteer requires much more time and skill than to give the same service to a League volunteer, and the turnover is much greater. There is not the same organized set-up, either for securing or for supervising the non-League members.

We are beginning to consider possibilities of consolidating our non-League volunteers into some sort of a volunteer unit, so that they, too, may have something of the sense of solidarity which comes from membership in an organized group. Development of this possibility still lies in the future.

We are led to believe that the social agencies of Montreal need and appreciate our service. We are reasonably sure that the Junior League and the volunteer at large also find the Central Volunteer Bureau a useful asset. More than this, we cannot yet say.

Of one thing we are convinced. In a time of crisis such as this, with the old order changing before our eyes, there is an ever-increasing need for greater mutual understanding among all groups of people. If,

in our effort to bring closer together the giving public, the serving agency, and the client served, we contribute ever so little to that mutual understanding, our work has a value which transcends the immediate goal of placement, and marches along with all other democratic forces towards recognition of the common needs of humanity.

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## *The Problem of Small Commercial Loans*

THE OPERATION of the loan shark, and the desperate emergency borrowing of persons in need, have long concerned the social agency, and most social workers are familiar with the Remedial Loan Department of the Russell Sage Foundation and its efforts to find an answer, first through the organization of remedial loan associations on a philanthropic basis, and later through encouragement of co-operative credit unions. Finding, however, that the problem could not be met outside the area of commercial lending, the Russell Sage Foundation, in 1916, evolved a model law for the control of the operation of Small Loan Companies, and has been instrumental in getting it adopted in twenty-six or twenty-seven States.

In Canada, the Dominion Parliament has control over all matters of interest, and no lender, unless specially authorized by Act of Parliament, may charge more than twelve per cent interest per annum. However, since "interest" is not defined, and since provincial governments have jurisdiction over the right of private contract, it is possible for the lenders of money to maintain that charges include service discounts, etc., as well as interest, and to charge a higher rate and evade both the existing law and the jurisdiction of the Dominion power.

The small loan shark has operated in many ways in Canada in the field of short term and small personal loans of the type which every social agency knows. Certain companies have been operating along broader lines in the Federal field, — the Central Finance Corporation, the Industrial Loan and Finance Corporation, and the Discount and Loan Corporation operating with special Dominion Charters and subject to the supervision of the Dominion Superintendent of Insurance. Recently, the Canadian Bank of Commerce has been developing a noteworthy service in the extension of small loans (under \$500.) to the individual borrower. In the last year the Bank's operations have included more than 108,000 loans, of a total value of nearly \$15,000,000.

## *Canadian "Control" Legislation*

In 1934, the Dominion Parliament amended the Loan Companies Act, restricting the total charges of these Companies for any loan whatever to a maximum of two and a half per cent a month for the actual days that the borrower might have use of the money borrowed.

In 1936, following a report of the Dominion Superintendent of Insurance, the Central Finance Corporation and the Industrial Loan and Finance Corporation agreed to introduce amendments to their private Acts of incorporation, clarifying their rate of interest and providing for control and restrictions along the lines of the model legislation of the different States of the United States. These amendments were introduced as private Bills in the Senate, and referred to its Banking and Commerce Committee for study.

As a result, a Bill described as The Canada Small Loans Interest Act was sent to the House of Commons, but no action was taken in that Chamber.

In 1936, the three Companies operating under Dominion Charter, and a few provincial Small Loan Companies, took responsibility for a petition urging the appointment of a Royal Commission to investigate the small loan business in Canada, but the Government expressed preference for an examination by a Committee of the House, and during the session of 1937 evidence was heard before the Banking and Commerce Committee of the Commons, on the whole subject. The Committee reported in favour of certain amendments, but these did not come to vote, being talked out on third reading in the Commons.

## *Action During the Session of 1938*

In 1938, the three private Companies again sought an enactment of their amendments, and again these were referred to the Banking and Commerce Committee, which went thoroughly into the question during the session of 1938.

Many witnesses were heard, including Mr. Leon Henderson, of the Russell Sage Foundation, Mr. Cyrille Vaillancourt, of the Caisse Populaire or Credit Unions of Quebec, Professor A. B. MacDonald, of the Co-operative Movement in Nova Scotia, and representatives of different banking activities. Of course, the Dominion Superintendent of Insurance attended throughout, and representatives of the Departments of the Attorneys-General of the different provinces were consulted. On request, the Director of the Canadian Welfare Council, and

Mr. J. A. Edmison, the Chief Legal Counsel of the Bureau of Legal Aid of Montreal, attended and gave evidence.

The Dominion Department of Justice expressed its opinion that the power to enact this legislation lay exclusively with the Dominion Parliament.

The Committee reported, recommending a Small Loan Interest Act which would restrict the total charge which any lender might make, for any amount up to \$500.00 to a maximum of two per cent, calculated on the outstanding balance from month to month. The rate was recommended as experimental and subject to correction, but no action was taken.

### *Action in 1939*

The Board of Governors of the Canadian Welfare Council has now made representations to the Minister of Finance, stating that, while they believe that the fundamental answer to this problem rests in adequate minimum wages and more emphasis upon budgeting and proper use of income within the home, it must be admitted that in tens of thousands of families essential requirements are always in excess of income, and any unforeseen emergency demands supplementary aid or credit.

Under these circumstances, the Council suggests that the operation of small loans, for which interest is charged, should be subject to rigorous legislation, inspection and control, and that it should not be carried on with extensive advertising and publicity urging the ease and value of such credit upon the prospective client. The Governors of the Council have taken the ground that such a question as the exact rate or conditions of interest to be charged call for knowledge beyond its technical competence and may well rest within the decision of the financial officers of the Crown.

The Council is urging strongly, therefore, the enactment of legislation at this Session of Parliament, controlling the operations of Small Loan Corporations, their advertising, and their rates of interest and servicing, and requiring that the latter be set forth clearly and fully in all instruments executed between the client and the lender.

C.W.

## Two Canadian Welfare Executives Receive New Appointments

**T**WO ANNOUNCEMENTS from British Columbia toward the close of December brought word of new appointments affecting well known Canadian social workers, Dr. H. M. Cassidy, Director of Social Welfare for the Province of British Columbia and Dr. George F. Davidson, Executive Director of the Council of Social Agencies and Welfare Federation of Vancouver.

Dr. Cassidy resigned from the provincial post which he had held since July 1934 to accept the position of Professor of Social Economics and Director of a new department of social work to be organized in the University of California. Dr. Davidson will succeed Dr. Cassidy as provincial Director of Social Welfare in British Columbia.

Dr. Cassidy's resignation became effective January 15th, and he has received a Rockefeller Foundation fellowship for a six months period of observation and study in the United States before assuming his new duties in July. The good wishes of all his Canadian colleagues will go with him in his new and interesting field of endeavour, following a career in which he has given outstanding leadership and worked indefatigably in Canadian public welfare services. Coupled with those good wishes too, will be a sense of deep loss in his removal from Canada where available personnel for executive posts in welfare work is yet so small.

The following editorial comment, quoted from "The Vancouver Province", reflects this sense of loss and pays tribute to his achievements in the organization of public services in British Columbia:

"In British Columbia since 1934, Dr. Cassidy has been principally occupied in planning and co-ordinating the various health and welfare services of the province and in preparing legislation connected with them. In this field he had a great deal to do with the development of venereal disease and tuberculosis control, and with the establishment of a trained and competent personnel in the various branches of the services over which he presided.

"Dr. Cassidy goes to the University of California to have charge of a department concerned chiefly with the training of welfare workers. It is too bad Canada could not keep him. The Dominion has welfare problem as much in need of skilled attention as any south of the line, and her workers are as much in need

of training. As was pointed out at the recent conference on social work in Vancouver, Canadian Social services are now costing the taxpayers of the country \$250,000,000 a year, and much of the money is being wasted because of the unskilled personnel employed and the hit-or-miss methods used."

Dr. Cassidy's new responsibilities involve the development and extension of the social service training programme at the University of California, with the establishment of a separate department or training school for social work. Training for public social services will be an important feature of the projected training programme. For this important task he has been well qualified by previous training and experience both in the academic field and in public service administration.

A native of British Columbia, and a graduate of its University, he received his post graduate training in economics at the University of Southern California and Brookings Graduate School, where he received his Ph.D. in 1926. Subsequently he held several academic posts in universities of the United States. He was appointed assistant Professor of Social Science at the University of Toronto in 1929, lecturing also in the social work training school there and in the Department of Political Science. In 1934 he went to the provincial post in British Columbia.

Dr. Cassidy served with the Canadian Expeditionary Force during the Great War, entering on his university education after his return from overseas. He has discharged many responsibilities in unofficial service to Canadian social work and has contributed much to the progressive interpretation of its standards and ideals through his writing and research activities. His signal service to Canadian Welfare was recognized in his election to the Presidency of the last Canadian Conference on Social Work in 1938.

Dr. Davidson returns to the British Columbia provincial Department—and to public welfare—after a three year absence during which he has won distinction in his service to voluntary philanthropy as Director of the Welfare Federation and Council of Social Agencies of Vancouver.

Dr. Davidson hails originally from the Maritime Provinces, but has lived since his earliest school days in British Columbia. Following a brilliant under-graduate record, he was graduated with honours in Classics from the University of British Columbia in 1928 and subsequently received his Ph.D. from Harvard University. Then followed

one year of graduate study in Europe on the Sheldon Travelling Fellowship. Returning to British Columbia in 1933, he planned to take up academic work as a profession, but in the rapid developments of welfare services in the Pacific coast Province in recent years, he was drawn away from his chosen field and shortly after his return to the Province, joined the new Provincial Welfare staff, recruited by the Honourable G. M. Weir, as Superintendent of Welfare, with administrative responsibilities in the departments responsible for mothers' allowances and child welfare work.

In the autumn of 1930 Mr. J. Howard T. Falk of Montreal went to Vancouver to organize the Vancouver Welfare Federation and the Council of Social Agencies and to become the first director of those two bodies. When Mr. Falk left his position in 1935 to take up other work in the United States, Dr. Davidson was chosen as his successor. In the past three years he has built solidly upon the foundations of community planning and co-operative financing already laid, and brought Vancouver to the forefront among Canadian cities in the effective development of community welfare enterprise.

The high regard he has won among both his professional colleagues and the directing boards of the welfare agencies, the broad participation in the active programme of the Council of Social Agencies, and the increasingly successful record of financial campaigns through these difficult years, give separate evidence of Dr. Davidson's contribution to the progress of welfare work in Vancouver. He has also been active in many unofficial services to Canadian welfare and has been Chairman of the Mothers' Allowances Advisory Board of the Province and a member of Provincial Advisory Committees connected with the new Borstal unit in British Columbia, with the Board of Arbitration under the Residence and Responsibility Act, with a study of Juvenile Delinquency (1936), and with Blind Welfare and the Dominion-Provincial Youth Training plans. He served as secretary of the recent Canadian Conference on Social Work in Vancouver, as well as acting chairman of the Community Organization Division of the National Conference on Social Work in Seattle. He has also been a member of the Time and Place Committee of the latter body. In addition to other activities in Vancouver, he has served for three years on the honorary lecturing staff of the social work training school in the University of British Columbia.

Dr. Davidson will take up his new duties as Director of Social Welfare for the Province on March the first. M.B.



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## MATERNAL and CHILD HYGIENE

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### Health Studies in Manitoba

F. W. JACKSON, M.D., D.P.H.

*Deputy Minister of Health and Public Welfare, Manitoba*

**A**s we all know, for some years past, a great deal has been written and heard deplored the high maternal mortality rate in Canada. The average Maternal Mortality rate in Canada for the last ten years has been 5.3\*. When this is compared with the rates of certain European countries, and with New Zealand, providing the rates are comparable, the public has cause to be concerned.

Organized Public Health in Canada, after careful consideration of every phase of the subject, came to the conclusion that it should have more information as to what actually happens during pregnancy, at the time of delivery and during the post-partum period, before it could intelligently outline a programme which might be expected to bring about a satisfactory lowering of these high rates. It was thought that a Pregnancy Study should be made, this to include collection of data on all pregnancies, in a given area, over a given period of time.

A committee, appointed by the Dominion Council of Health, in its report to the Council suggested that the Study might be conducted in Manitoba and should extend over a period of two years. Funds were made available for the Study through the co-operation of the International Health Division of The Rockefeller Foundation, The Dominion Department of Pensions and National Health, The Department of Health and Public Welfare of Manitoba, and Organized Medicine—(Canadian Medical Association and Manitoba Medical Association).

\*Maternal death rates are expressed as the number of deaths per thousand live births.

The Study was started as at May 1st, 1938, and is to continue for a period of two years. Special questionnaires were prepared with the assistance of the Advisory Committee on Maternal Welfare of the Dominion Department of Pensions and National Health, and these were distributed to all doctors in the Province.

No attempt has as yet been made to evaluate the information available on the returns made. However, there are certain statistics which are of general interest.

In the first six months of the Survey there were 6,672 births registered in the Province, and of these 5,720, or 86 per cent, were attended by a physician. Seventy percent of the births attended by physicians have been reported on the special forms provided and returns are still coming in. Seventy-five percent of the doctors attending confinements are sending in returns.

There have been twenty maternal deaths in the 6,672 births, or a maternal death rate of 2.99. (It would appear that this year will show the lowest maternal mortality rate in Manitoba's history.) Of the maternal deaths it is interesting to note that only three occurred in the group of births reported by physicians to the Survey. Is it possible that those physicians most poorly equipped to do good obstetrical work are loath to send in returns for that very reason?

Funds were made available, in the Budget, for payment to the doctors for making returns and a small fee, which has been set as an interim payment, of 50 cents for each completed return, is paid to the physicians.

The Survey staff consists of Doctor Margaret Parks of Ottawa and Madame Noel Chassé, R.N., both loaned by the Department of Pensions and National Health; Miss E. L. Stewart, R.N., Assistant Recorder of the Division of Vital Statistics, Department of Health and Public Welfare, Manitoba, Miss Marie Mackay and Mrs. Doris Allen, Clerical Assistants.

Doctor Parks, Madame Chassé and Miss Stewart have travelled 9,830 miles in Rural Manitoba visiting doctors and hospitals and getting returns completed.

The Survey is now well organized and should continue smoothly. We should have available for study at the end of the two year period, returns for at least 75 percent of the pregnancies which have occurred in Manitoba during that period.

A second Study is being carried on by the same personnel to show the total morbidity in a representative section of the rural population of

Manitoba. This is under the same auspices as the Pregnancy Study. A group of seven rural municipalities and two incorporated towns, all of which have municipal physicians, is being used and we feel that in view of the fact that there is no financial barrier between the patient and the doctor a true picture should be obtained in these areas as to the amount and types of illness requiring medical attention, and the amount and types of medical attention required.

The practising physicians assisting in this study, seven in number, who are being paid a small monthly honorarium, are co-operating enthusiastically and the returns to date, which are compiled on special forms, one for each illness, are coming in exceptionally well.

As the districts chosen give us a fairly accurate sample of our rural population, valuable information should be available to assist in drawing up an actuarially sound scheme of state medicine or health insurance if and when governmental bodies so desire.

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### *International Nutrition Meeting*

AT THE call of the League of Nations, representatives of the National Nutrition Committee of sixteen countries including Canada met in Geneva in the last week of October. A Canadian, Dr. R. E. Wodehouse, Deputy Minister of Pensions and National Health, and Chairman of the Canadian Council on Nutrition which was formed in the closing months of 1937, was elected Chairman of this conference.

The gravity of the problem of malnutrition, not only in terms of individual human welfare, but also in terms of its potential effects upon the social structure and internal peace of the countries concerned, was first made the subject of discussion in the Assembly of the League of Nations in 1935, following several significant enquiries and studies made in different countries at the request of the governments concerned. Further studies have been instituted and the formation of National Nutrition Committees has been stimulated, as a result of subsequent activities of the League in this important field of public health, and the recent meeting was the second international conference of representatives of such National Committees. Future meetings will be arranged annually.

The main business of the recent conference was chiefly of a technical nature with a general review of the surveys which had been undertaken into food consumption and the state of nutrition in the countries concerned. An important objective will be to organize and continue these studies along lines that will produce results comparable from one country to another since, in many cases, experiments conducted in one country to improve the health of children, of mothers, or of workers have proven of great value to others.

Technical research into food values is also going on under the auspices of the League's Health Organization.

Members of the Canadian Council on Nutrition which is participating in this international programme, include physicians, economists, agriculturists, nutrition experts, other scientists, and representatives of several voluntary organizations classed as "consumers' representatives," including the Canadian Welfare Council.

The first meeting held in Ottawa on April the twentieth, 1938, adopted a Canadian dietary standard for experimental purposes and for use in conducting dietary surveys, it being understood that the standards would be revised as necessary in the light of experience. Methods of conducting dietary surveys were discussed and a committee was established to collect information on what is known about nutritional values in Canadian foodstuffs.

M.B.

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## A New Booklet on Nutrition

*Food and Welfare, by F. L. McDougall, 56 pages, price 40 cents*

The author of this booklet, economic adviser to the Australian High Commissioner in London, has been closely associated with League studies in nutrition since 1935, when Mr. Stanley M. Bruce made his first appeal to the League Assembly for a concerted effort to improve world nutrition standards.

A year ago, it will be recalled, he wrote a memorandum on "Economic Appeasement" which the Economic Committee of the League embodied in its annual report. There Mr. McDougall enunciated a theory that "no single policy is more likely to assist towards

economic appeasement than the adoption of nutrition policies by a considerable number of the more advanced countries."

Mr. McDougall has been given an opportunity by the Geneva Research Centre to develop this theory more fully in "Food and Welfare", published in the latter part of November, 1938. He makes an excellent case for improved nutrition standards, but on grounds rather different from those which tend to monopolize public attention.

"We have thus seen," he says in his conclusion, "that the improvement in standards of living by policies designed to supply the consumer with cheaper energy foods and larger supplies of protective foods might have two outstanding results in the general economic field, namely,

- "(1) A beneficial stimulus to world trade through the opening up of farm markets for manufactured goods, and
- "(2) An alleviation of the effects of trade depressions.

"The five aims of an improved level of nutrition, higher standards of living, a more prosperous world agriculture, freer international trade and an increased volume of trade, together interlock to form lines of policy which should ensure economic and political stability to the nations prepared for such co-operation, and if vigorously prosecuted should help to promote the peace so desirable but so difficult of achievement in the world today."

*(Review supplied by the International Affairs Literature Service, League of Nations Society in Canada, 124 Wellington Street, Ottawa, from which this booklet may be ordered.)*

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### New Health Handbook

*Health*, a handbook of suggestions for teachers in Elementary Schools—by John T. Phair, M.B., D.P.H., Mary Power, B.A., and Robert H. Roberts, M.A.; published by the Ryerson Press, Toronto; price 50c. This new handbook is an interesting demonstration in health teaching and the result of an experiment conducted by the Provincial Departments of Health and Education of Ontario. Its contents, though admittedly yet in experimental form, will be of deep interest and value to teachers and health workers.

This manual will be more fully reviewed in the next issue of the *Canadian WELFARE Summary*.

M.B.

# CHILD CARE AND PROTECTION

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## Pioneer Children's Aid Society Celebrates Fortieth Anniversary

C. V. McARTHUR  
*President Children's Aid Society of Winnipeg*

**I**n 1897 Winnipeg was a City with a population of 39,000 and no Children's Aid Society had yet been formed. Prominent Winnipeg Citizens had observed that the Toronto Children's Aid Society had been incorporated in 1888 and it was felt that there was a pressing need for such a Society in Winnipeg. A letter recently received from The Most Reverend S. P. Matheson, formerly Archbishop of Ruperts Land, tells a most interesting story. In part it says:—

"I thank you for sending me the certificate of membership as Honorary Member of the Children's Aid Society. I well recall the night when the Society branched out from the Humane Society of which I was President at the time and Agnes Laut was the Secretary. The cause of the children was championed by Dr. D. MacIntyre, and that of the other animals by Mr. Ross Sutherland who, in his speech, kept dwelling on the loyalty to man, especially of dogs. Miss Forsyth who was an enthusiastic advocate of the latter species, had her fox terrier, her inseparable companion with her, and he was lying on my left as I occupied the Chair.

After a good deal of animated discussion in which it was claimed that it would weaken the Humane Society to divide its forces into two sections, I called the members to a vote. I asked those in favor of the formation of a Branch in aid of children to go to my right, and those against it to "go to the dogs" on my left. A large majority, led by Dr. MacIntyre, went to the right, and a small group led by Ross Sutherland and Miss Forsyth "went to the dogs", and so the Children's Aid was born. The

Humane Society nearly "went to the dogs" for a time, but I am glad to know that both the Societies are now flourishing.

I thought that this bit of past history might be of interest. With all good wishes for the Children's Aid, I am,

Most sincerely yours,

S. P., Ruperts Land".

It was on June 17th, 1898, that a meeting of prominent citizens of Winnipeg was held in the Council Chamber of the City Hall and it was then decided to organize a Society for the care of children with the object of assisting in carrying out the provisions of the Children's Protection Act. It was then the only agency of its kind in the Province.

In its early days the Society received invaluable support from influential citizens and Mr. J. K. Macdonald, one of the pioneers of the Children's Aid Society of Toronto, came to Winnipeg in 1898 and rendered very valuable service together with Mr. J. J. Kelso of Toronto in planning the work of the society.

It was on Sunday, August 28th, 1898, that it was found necessary for the Children's Aid Society of Winnipeg to apprehend a boy of eleven years and the description of the first case dealt with by the Children's Aid Society of Winnipeg might be interesting. It appeared in the "Winnipeg Free Press" of October 29th, 1898, as follows:—

"A thing of shreds and patches, a most disjackit little rascal, and yet an ordinary little boy with a mind and a heart, and a soul like any other child—but no mother—such was the first capture. His duty it was to steal firewood and to beg. And when he failed he was kicked and cuffed and knocked about. Sometimes he lived at home—sometimes in barrels in back lanes. It was all one to him—just a life of misery and gilded crime. His father did not care what became of the boy. The society might take him for all he cared. That was only two months ago. For the present he is with the Children's Home and has even in that short time turned out to be one of the best and most tender-hearted little mortals in their care. He succeeded in saving up six cents the other day and then spent it all on a ball for the littlest baby in the Home. Does that look like an incorrigible? And this is in only two short months."

Through the continued moral and financial support of the citizens of Winnipeg the work accomplished by the Children's Aid Society of Winnipeg during the past 40 years might be described as follows:—

"It has extended "the protection and care which the Society affords to its child life" to 63,119 human lives.

It has actually sheltered and cared for 8,485 children in the Society's Shelter and Receiving Home.

It has furnished 1,571,272 days maintenance and care to children rescued from homes of vice, sin and crime.

It has assumed the permanent legal guardianship of 1,664 children.

It has assumed the temporary guardianship of 907 children.

It has been compelled to initiate legal proceedings in over 6,000 cases to ensure protection and care to children.

It has secured 2,782 foster homes and situations for Homeless Children.

It has received from individuals, Societies, lodges, churches, Sunday schools, etc., the sum of \$895,760.80 to help it in its work."

A very recent letter received by the Society describes another ward of the Children's Aid Society of Winnipeg. This letter is as follows:—

"I am sure it will be a heartening message for your meeting when I tell you that our adopted daughter is Superintendent of one of the largest Hospitals in a large American City. She has 153 on her staff and is drawing a larger salary than her Dad. Our eldest girl is Supervisor of Surgery and Superintendent of Nurses in the same Hospital, working under the direction of her "big sister". No parents ever had a more loving daughter, or wonderful girl. Thank God for the day she came into our Home."

The Children's Aid Society of Winnipeg is the third oldest of such societies in Canada and possibly the oldest children's agency in the West. Now it operates one of the broadest community Child protection programmes in the Dominion, and in the course of its long history has assumed the permanent legal guardianship of 1,664 children. In the past year almost 3,000 children were given protection and care through the services of this agency and expenditures for the last completed year totalled \$65,317.

## Montreal Pioneer Welfare Society Founded in 1815

*The Canadian WELFARE Summary is indebted to Mrs. Hartland M. Paterson for the following notes on the origins of possibly the second English Welfare Agency in Lower Canada. Because the present work of the Ladies Benevolent Society of Montreal is that of institutional child care, these notes have been placed in this section on Child Care and Protection.*

**I**N THE September number of Welfare it was suggested that some one write an article, or a series of articles on the evolution of social work in Canada, and it was intimated that it would be interesting to know who the first outstanding social worker was, of the British régime—and what part of Canada he or she came from. This interested me and I began a search, but was unfortunately unsuccessful in finding any outstanding person who could compare favourably with Marguerite Bourgeoys of the French régime. However, one or two instances of social service and a few clues might possibly be of interest to some one on the same search—and that is why I am submitting this very inadequate article to Welfare. The first record of an organized charity after the English conquest, which I have been able to find is the Quebec Friendly Society, which was established in 1810, in Quebec, and the first president was William Burke.

The first organized charity in Montreal was the Female Benevolent Society established in 1815, of which Mrs. Benaiah Gibb was the first Directress. In the History of the L.B.S. kindly lent to me by Miss Grace Towers, it states that "The Montreal Ladies Benevolent Society was not only the first society of its kind in Montreal, but after Quebec, the earliest instituted in Canada—Halifax organized a similar society in 1819, the Kingston society was known as the Compassionate Society for the Relief of Emigrants—it also states that until the founding of The Female Benevolent Society in 1815 the only sources of relief for the poor and the sick were, as before the conquest, the Hotel Dieu, the convents and the bread line of the Gentlemen of the Seminary, the last a charity against which the English citizens protested on the grounds that it fostered mendicancy. From 1816 on emigration steadily increased and the need for the F.B.S. became more and more apparent. With a working capital of £150 the Society undertook the task of providing for "all the destitute poor of this city and hoped within a year to add a free school for the children". The history also states that

in February, 1817 Mrs. B. Gibb, directress, acknowledged through the Press the Society's gratitude to the Gentlemen of the Faculty, etc.—This was but the beginning of a friendly co-operation between the Gentlemen of the Faculty who were the English physicians of the city, and the first Benevolent Society, which was to end in the founding of the Montreal general hospital. The history of the Society from 1815 to the present day is a very interesting one but of course cannot be gone into, in any detail in this article. The remarkable spirit of its leaders which seems to have overcome all difficulties in the past is still prevalent and the healthy, happy children living at present in the old mellow grey stone building on Ontario Street are a monument to the spirit and care of the Benevolent Society.

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#### NEW LITERATURE OF INTEREST TO FAMILY WELFARE WORKERS

*(Continued from page 49)*

years to come will bring changes at an even more rapid pace. For the individual, the goal of case work in these times is the development of a capacity to tolerate and adjust to change. The family agency that expects to survive must develop that capacity too. To be able to tolerate change, the family agency must continue to clarify and redefine its own job in relation to the client and to the community so that it has within itself a nucleus, however small, of what is known and stable. As we know what this nucleus is, we can describe it in simple terms to clients, other agencies, the community at large."

These comments of Miss Guignon's thesis might allow of long and intense discussion for elaboration and clarification. The studies are necessarily limited and would profit the reader more extensively, no doubt, if taken as subject material in group discussion. There should be value in this pamphlet for supervisors with staff.

B.T.



## FAMILY WELFARE and RELATED PROBLEMS

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### *New Literature of Interest to Family Welfare Workers*

“**T**HE FAMILY is the social group which awaits the arrival of the individual into this world. It embraces him with a degree of closeness in a common whole of group interest which no other social group will ever approach. It holds him, moreover, in almost exclusive possession during those formative years when the deep basic traits of personality are being molded — molded by the give and take of personal relationships within the family circle”.

This quotation is taken from an address by Mr. Stanley P. Davies to a meeting of the Family Welfare Association of America at Seattle, Washington, June 30, 1938. Mr. Davies' address was an affirmation of faith in the institution of the family, and is now available in print in a small pamphlet, “Our Unchanging Goal: The Family”, published by the Family Welfare Association of America, 130 East 22nd St., New York, price 20 cents.

Mr. Davies expresses the conviction that democracy has its basis in the family, and refers to the necessity for repressive forms on the part of totalitarian states regimenting the family. “Elders who have known other days cannot be relied upon properly to guide their children in the footsteps of the Leader”.

The changing character of the family and of the relationships within, Mr. Davies admits. Many old functions of the family, he says, are altered. He believes some of its altered characteristics weaken, and some strengthen, the institution basically.

In part Mr. Davies says: “Evidence of what the family of the present day means to people is plentifully found in our own case records. We did not become family societies and family social workers out of a process of reasoning about the importance of the family, nor did we put emphasis upon the family just because as an aggregation of

human beings in one household it presents a convenient unit for working purposes. It was rather that, as people revealed to us the problems really on their minds and hearts, these problems almost invariably led right back to the family and to family relationships. The individual we were trying to help took us there. We did not take him. Why? Because very apparently, for all but the very exceptional person, the things that men live for and live by, the things that are most precious to them, that give life meaning, are to be found in the stuff of which the family is made. Here alone apparently people can find the deep emotional satisfactions that every human being craves. . . . We therefore have a special concern about those situations in which the very force of circumstances tends to put a blight upon family life. More trouble comes from adversity than from perversity. Social workers know all too well what adversity may do to the family. When the family is under economic strain, when worry is ever present, when ways of living have to be sharply circumscribed, the atmosphere becomes tense, nerves jangle, and irritation, blame, and distrust may spring up unawares. When the best abiding place the family can afford is a dark, unwholesome tenement or a miserable shack where there is crowding, lack of privacy, depressing and demoralizing surroundings, what kind of life can we expect?

"It is not the changes in family life between generations that I think need alarm us, but rather the handicaps under which family life must be carried on in a large segment of the nation. The surprising fact is that so many of these families manage to maintain their character and integrity under such adverse circumstances".

Mr. Davies describes by quotations what the fields of sociology and psychiatry believe of the conditioning influence of the home.

He sums up with an expression of confidence in the home as an institution. "Significantly the changes that have been occurring in family life in those countries where freedom exists are in the direction of democracy. It is the modern family that is most capable of developing within its intimate associations those feelings of mutual identification, of sharing, of we-ness, of recognition that self-interest and group interest are bound up together, out of which the social personality grows."

This pamphlet containing Mr. Davies' address is an assurance to the social worker and should have a distinct value for board members and interested community persons.

### *Sustaining Type of Casework*

"The Sustaining Type of Case Work," another F.W.A.A. pamphlet recently come to us, contains two case presentations, one by Beatrice H. Wajdyk, and the second by Edna Astley and Ruth Davis. These two presentations illustrate treatment in situations believed to require, and using, the sustaining type of case work. "Sustaining" describes a form of treatment that depends primarily on deliberately sustaining the relationship between the case worker and the individual under treatment. It has no implication of maintaining relationships as they are, but rather of freeing the client from conflicts that have hampered his relations with others. The sustaining relationship is not a crutch whose use atrophies the muscles, but a support "by which the client can walk safely while he is strengthening himself to walk alone."

Most careful and competent diagnosis is a preliminary necessity to such a course of treatment.

Long-time treatment is of the very nature of such a relationship. The necessity of reliance on the safety of the support which the client is accepting is essential for the effective use of the support.

It is obvious in reading both these case stories that a characteristic in common was that of allowing the client full opportunity for expression of emotional feeling at every point in the way. The relief possible played an important part in both treatments. In both instances, after some years of treatment, it was found possible, with the approval of the client, to withdraw the agency's participation when both case worker and client believed that the latter was able to carry on and meet future difficulties within her own resources.

To quote Florence Hollis: "None of these things just happened. They are the result of quick and trained understanding of personality, aided by practiced and disciplined treatment skills." Price 50 cents.

### *Two Studies in Recording*

The Family Welfare Association has also published recently two studies on recording. The first is an account of the discussion of a group of case workers over a three-year period, from 1935 to 1938, and reported on by Miss Flora Landen.

The personnel of the group discussing recording during these three years altered as staff alterations occurred and that of a body of students participating, of course, altered each year. There was a fair degree of continuity in personnel and the group progressed from one

phase of interest to another. The report is a record of interesting study and observations on the subject.

The second report is one on a study by a staff committee of the Buffalo Jewish Welfare Society. This committee of three proceeds first by developing certain general conclusions regarding recording and then to a study of samples of their own agency's records and later for comparison and study sample records from certain other agencies in their own community. The committee describes and illustrates sample types of recording and recommends the best use of these types. Through their study they arrive at a realization that the relationship between good recording and good case work is very real.

These two reports offer valuable help to supervisors contemplating similar work in staff. They emphasize, not only the importance of constant consideration of methods of recording, but express a dynamic interest in this field.

The report of the committee under Miss Landen's chairmanship is selling at 45 cents, and the report of the Buffalo Jewish Welfare Society at 20 cents, and may be secured through the Family Welfare Association of America, 130 East 22nd Street, New York, N.Y.

### *Case Work Services and Client Applications*

Another Family Welfare Association of America pamphlet entitled "Defining Family Case Work Services in relation to Client Applications" is just off the press. This publication comprises two theses presented to the Pennsylvania School of Social Work by Miss Helaine Todd and Miss Harriet Guignon as partial fulfilment of the requirement for degrees of masters of social work, and is priced at 40 cents.

The premise that relief and relief-giving must be distinguished from each other in order that effective use of the relief may be made by both client and case worker is that developed by Miss Todd in her thesis, comprising one of the two sections of the pamphlet.

Miss Todd describes the disruption in the private family field caused by the various crises between 1930 and 1938, pointing out that in many instances private family agencies became public organizations taking over the enlarged publicly supported services and that in most instances family societies gave of their staffs toward the development of public organizations, thereby increasing the internal pressure.

At the same time the development of these large public departments induced the question, Why Private Family Agencies at all? More especially was there query as to the relief-giving in private organizations.

Through time there was evident to workers on the job a different reaction, on the part of clients, to public than to private relief assistance. Miss Todd says that she observed a greater sense of responsibility on the part of the client to the public aid which he received, although there was more evidence of gratitude for that which he received from private auspices. The client on the whole, she observed, seemed more certain of his right to relief from public organizations. These questions of the client in relation to his relief and of the opportunity of the new type of private agency in the relief field are the basis of the study which Miss Todd has made. She points out that money (relief), like other objects, is real and that "personal attitudes collect around realities, giving them a unique aspect for each individual" concerned.

Miss Todd uses for study three cases at the point of intake to illustrate certain types of reactions observed when this distinction exists in the worker's mind.

By study of these illustrations the writer tries to answer two questions, (1) Whether in a relief case any other problem than the relief one can be handled, and (2) Does the client come for personal help or the relief?

Miss Guignon in her thesis discusses agency function in relation to client. Her agency budget requires limitation of intake and limits financial help to services of short period. The policy adopted, therefore, is to expend on immediate or relatively short time relief, plans towards adjustments that will make for a better likelihood of the client carrying on on his own. Miss Guignon describes five intake contacts to illustrate her discussion. There were two chief, determining factors in the agency's consideration of families for financial help — the length of time for which the family would need the help, and the capacity of the family to use that help.

By a description of intake contacts, Miss Guignon illustrates these considerations under review in the case relationship. One sees relief as a part of a broad interpretation of service. Cases are sorted out for assistance where there is ability to profit by the help and where the requirement will be for a relatively short period.

It is pointed out by Miss Guignon that the agency has a relief function, though different from that of its relief maintenance function of ten years ago.

Miss Guignon says in closing: "The years just past have been years of rapid change and, if the current year is any indication, the

*(Please turn to page 44)*

# Public Welfare Services

## Whither in Welfare Organization?

**I**N THE conditions of modern community life, the social services have become one of the heaviest items in the national expenditure. Nearly everywhere emergency conditions have characterized the creation of welfare services, set up almost overnight, to meet emergency needs. In Canada, the distribution of jurisdiction over three areas of government has resulted in even more costly and haphazard provisions than might otherwise have been the case. As recognized in the appointment of the Royal Commission on Dominion-Provincial Relations, the time has now come for careful assessment and courageous overhauling of our services.



### *Fit the Structure to the Need*

There is grave danger, now, of recourse to shortcuts, which, affording temporary relief, might retard rather than advance more fundamental solutions. We must stop and think, in basic terms. Too many of the solutions now being advanced accept the taxation structure as fixed. To work from this premise is to curb our social thinking and the planning of our services within such inflexibilities. The sounder approach is to establish the basis of an adequate system of social services and then to seek to adapt the taxation structure thereto.

The comparatively simple expedient of transferring relief costs, one hundred per cent to the Dominion, is therefore open to question. For this neither reduces nor solves the relief problem. It simply shifts the burden, with correspondingly heavy increases in some other form of taxation. (Incidentally, unemployment relief represents only about one-half of the gross total costs of the social services now resting on the municipalities and provinces.)

### *The Council's "Middle Way"*

The Canadian Welfare Council declares that a thorough-going attempt to study and plan for a well integrated system of social pro-

tection is necessary in Canada at the present time. It believes that what it calls a "middle way" can be worked out by partnership and goodwill, even within the existing constitutional framework of the Dominion.

All its suggestions are premised on a system of social services, based on sound tenets of administration within a suitable taxation structure, re-organized and adapted if necessary to these essential principles.

In brief, in its scheme of development, the Dominion would assume the public cost of the contributory insurances. The provinces, relieved of the large portion of present costs which these would represent, would become the central authorities in the financing of relief and assistance to other than the insurable needy. Each province would assume the major share of the costs of problems, (such as non-insurable idleness, old age, widowhood and child dependency) which occur over broad areas. The local authorities would be left with the costs of residual relief.

### *Three Lines of Provision*

The Council considers that measures of social protection along three lines or levels are to be regarded as essential to the protection of the individual in the life of the modern industrial state.

These are, first, planning and control of settlement and of employment services on a nation wide front; secondly, the provision of contributory social insurances wherever risk can be made subject to actuarial calculation; and, thirdly, a reinforcing or supplementary system of assistance and relief for the mitigation of distress and suffering, so unpredictable or extensive in occurrence as to resist insurance.

### *Dominion Responsibilities — Placement and Insurances*

These first two lines of provision — settlement and employment services, and contributory aid or insurance — call for action on a Dominion front. They can be organized and administered on a comparable basis in all parts of Canada because of their essentially contractual nature. But this need not imply Dominion centralization of control or service.

The Canadian Welfare Council avers that a Dominion-provincial partnership in these services, based on conference, legislation, and administration, is both feasible and possible.

### *Provincial-Municipal Sphere — Social Assistance and Relief*

However, in the extension of assistance and relief on the basis of varying individual need, any fundamental uniformity disappears and

bafflingly wide diversities arise even within the confines of the individual provinces.

The ascertaining of such need and the provision of care differ so markedly from person to person and place to place that the most experienced agencies in the Dominion, in the United States, and in the United Kingdom, agree that

"only a relief plan, administered by the neighbours of those in need can judge and adjust relief budgets according to actual needs."

Broadly speaking, the experience of these same areas is that administration by local authorities has been less costly than when undertaken by the central unit of government.

### *A Parallel in the Educational Services*

The Council, therefore, urges that the administration of assistance and relief, (among non-insured unemployed, among aged and widows and orphans without insurance benefit, and the ordinary run of social handicap and need), should rest primarily with the local unit of government.

This does not mean, however, vesting all costs or full administrative responsibility there. The Council visualizes a partnership between each province and its municipalities somewhat along the lines of the present educational system. Under such a set-up, the central authority of the province will legislate for the province as a whole, enunciate standards of service and personnel, provide supervision and inspection, and reimburse a proportion of costs within agreed schedules. Within these regulations, and subject to this control, the local authority would have charge of its welfare, as it now has charge of its educational programme and services.

### *Spreading Local Services Over Broader Bases*

Realizing that hundreds of municipalities, even with a substantial re-allocation of taxing powers, would be incapable of supporting a full-time service of such standards as to assure adequate administration, the Council recommends the constitution of local welfare units or areas. These, it suggests, might be created by the grouping for such purposes of several municipalities on a pro rata assessment and cost basis.

These welfare units, as proposed in the Council's brief to the Rowell Commission, should be developed on a metropolitan, county, and district or territorial basis.

### *An Independent Commission Again Urged*

Pending the inauguration of nation-wide social insurance systems, and a thorough-going reorganization of the social services throughout the country, the Council recognizes the necessity of grants-in-aid to the provinces. So long as such grants are necessary, they should be subject to strong and adequate control, set up by the Dominion. It is highly doubtful whether this responsibility can be adequately handled through ordinary departmental devices, under existing legislation and procedures. Its administration by an independent, non-partisan commission would, in the opinion of the Council and as already emphasized in previous years, be the best and indeed the essential interim solution.

### *Non-Residence and Migrancy*

The care of the non-resident and migrant, the Council regards as a separate problem, bound up with the conclusion of interprovincial agreements, under Dominion supervision, and, necessarily, involving reciprocal bases of residence as well as of costs.

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The Council believes that, until this comprehensive programme is inaugurated, uncertainty, insecurity and unnecessary costs will continue to characterize the operation of our public social services.

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## *Problems of the Administrator\**

GEORGE J. CLARKE

*Regional Director, Social Welfare Administration, New York State*

I HAVE BEEN asked to discuss administrative problems in Public Welfare at this Conference. In order that we may have common ground for discussion, I propose to sketch briefly the set-up under which we work in New York State.

The people of the State of New York, through the Public Welfare Law, have accepted the principle "that the care and service which a person needs and is unable to provide for himself is the responsibility of government, regardless of where he may be found within the State." The administration of public relief under State laws is a local responsibility and is carried out by local public welfare districts, usually cities or counties and towns. The State, however, has wide powers of supervision over the work of local officials and agencies, which

\*An address to the Canadian Conference on Social Work, Vancouver, June 21-23, 1938.

powers and duties are conferred by statute on the State Board of Social Welfare and the State Department of Social Welfare.

The State Board of Social Welfare consists of 15 members representing different sections of the State, appointed by the Governor, with the advice and consent of the Senate. This Board appoints the State Commissioner of Social Welfare — who thus becomes the executive and chief administrative officer of the State Department of Social Welfare, which is charged with the responsibility of supervising the work of local public welfare departments throughout the State. Over a period of 70 years, the Department has moved from an inspectional task to that of supervision and regulation, and finally to a broad programme of leadership in the entire public welfare field, with State financial reimbursement extended to the whole public assistance programme.

The State Welfare Department has now two general functions:

1. To promote the establishing, strengthening or extending of sound methods of public welfare administration in the cities and counties of the State through leadership and education in accordance with the provisions of the Public Welfare Law and related statutes.
2. To reimburse cities and counties for money expended in public assistance and when such expenditures shall have been made in conformity with the law and the rules and regulations of the Department.

Our State Commissioner holds that the degree to which the Department of Social Welfare will effectively promote a sound public welfare programme in New York State is in direct relation to the degree to which it can interpret to the local community and officials the need for adequate standards of assistance, administration, social work methods and financial control.

In this, however, the Department must recognize two principles inherent in a successful relationship:

1. The right of a community to determine and administer its local programme within the bounds set by law and the rules and regulations of the State Department of Social Welfare.
2. That the State Department of Social Welfare is concerned with general rather than particular supervision and had best leave to the local community the minutiae and details of the job which the latter, because of its knowledge of local problems and situations, is far better equipped to handle.

To further ensure effective local administration, the policies, rules and regulations of the State Department of Social Welfare should not be so rigid or detailed as to lessen initiative, responsibility, or the exercise of judgment on the part of the local official. The Department of Social Welfare should operate on the assumption that the aims of the locality are identical with those of the State, in that each is interested in giving the greatest possible service to the client.

### *State-Local Relationship*

With the connotation and meaning of the principles as set down above, it would seem that the State has a four-fold relationship to a local community:

1. Administrative Control which includes:

- (a) Establishment of rules and regulations concerning policy, procedure, and financial control.
- (b) Establishment of reasonable standards of personnel and administrative practices on the basis of which partial reimbursement of local expenditures will be made.
- (c) Establishment after reasonable research, study and experience, of a schedule of administrative costs applicable to departments of public welfare and communities of varying size and quality. These schedules are to determine reimbursement by the State Department of Social Welfare and serve to standardize as far as practicable administrative practice in localities.

2. Field Service, which although it has two functions of social service and fiscal advice as parts of its programme, has as its main objective the development of a co-operative state-local relationship. This co-operative relationship depends to a large degree on the ability, skill and imagination of the field staff of the State Department of Social Welfare. The conception and practice of field service is not new but in its use in public welfare it requires some adaptation, and certain features of it are only now at the beginning state.

3. Audit Control, a natural function where state and federal funds are concerned, and

4. Statistics and Reporting — whereby accurate material is made available, which not only indicates the extent of relief needs throughout the State (to be correlated with relief expenditures) but also to serve as a guide to relief trends in terms of future needs.

Under the Federal Social Security Act, a three-fold relationship is established between the Federal, State and local governments in regard to expenditures for public assistance in the form of Aid to the Blind, Old Age Assistance, Aid to Dependent Children, and Child Welfare Services. Grants in aid are made by the Federal Government for relief expended in these categories. Grants for relief expenditures are given to the State and passed on in terms of reimbursement to the localities for expenditures made according to the law and the rules and regulations of the State Department of Social Welfare.

To illustrate the degree of financial participation of these levels of government, I shall outline the four major types:

O.A.A. — Relief on basis of need — Local cost 25%, Federal 50% to \$30, State, 25% or 25% plus; Administration, local 50%.

A.D.C. — Mother's Allowances — Local 50%, Federal 1/3 to \$18, for first child; 1/3 to \$12 for others. State makes difference to 50%. Administration, local 50%. Federal 1/3 cost.

Aid to the Blind—Local 25%, Federal 50% to \$30. State up to 75%. Local administration, 50% approved salaries.

Home Relief — Unemployment General Relief — No Federal participation. Local, 60%; State 40%. Administration, local, 60%, State 40%.

Persons living within the State but not having settlement (proven) in any public welfare district of the State, are given assistance in any of the above categories by the Public Welfare District where found, and the State pays the entire cost of this relief.

The extent of relief given in the State under these four categories may be seen in the statistics of May, 1938, which show 450,122 cases with expenditures of \$14,137,895. This is divided as follows:

O. A. A.	\$ 2,432,090.00
A. B.	55,987.00
A. D. C.	1,324,919.00
Home Relief	10,324,899.00

To sum up: We find all types of relief in New York State administered by local authorities. With the exception of Home Relief, these authorities are either municipal or county. On Home Relief, many counties operate under the town welfare system, but even these are subject to the supervision of the County Commissioners, and through them to the State Department.

Local relief of all types is granted under the State Public Welfare Law and the rules and regulations of the State Department. The State, using federal and state funds, reimburse these localities for relief expenditures which are properly made, and the administrative costs of approved local personnel.

The policies and procedures for the granting of relief locally are formulated in the State Department, and have the force and effect of law on local public welfare officials.

In the Department there is a Bureau of Public Assistance, which is composed of highly-trained and experienced specialists in the various phases of relief administration. It is the responsibility of this group to formulate policy, through the field staff of the Department to test it, and then to provide new or modified policies to meet new needs or changing conditions throughout the State.

The State Department, as has been mentioned before, maintains a large field staff of professionally-trained people who are responsible for supervising the work of the local welfare departments in the State. For purposes of effective supervision the State is divided into two regions. One of these is New York City, which, in terms of money expenditures is larger than any other political subdivision of the United States with the exception of the Federal Government itself; then too, New York City presents problems peculiar to a metropolitan centre, which are not found elsewhere in the State.

The second region, which comprises the rest of the State, is divided into six areas. An area office of the State Department is located in each of these areas, and as it happens these area offices are placed in the large cities across the State — in which cities the large relief loads are concentrated. These offices are in charge of an area director, who is responsible for the proper functioning of the entire State Department programme in all the local units of the area. Assisting the area director on these staffs are social workers and accountants, who have the responsibility on these levels of seeing that relief services are uniformly extended to all needy persons by local welfare departments, according to the law, the regulations and policies of the State. This supervisory responsibility is carried out by interpretation of regulations, special consultative services and periodic checking or review to evaluate local performance.

At this point I would like to remark that the rules and regulations or policies and procedures by the State, which become binding on localities, are established through co-operative relationships with these

local authorities. The State Public Welfare Officials Association (in which all local welfare officials have representation) has designated a small group of local public welfare commissioners who sit in conference with the staff members of the State Department and discuss proposed policies or regulations. Thus, before State policies are formally announced, they have been tested in the experience of these local officials, and overtly at least, have their sanction.

With the establishment of regulations and policy on a co-operative basis, and with the interpretation of such policies through the field staff of the department, it then becomes the responsibility of the State to determine whether or not moneys spent locally on which reimbursements are claimed from the State have been spent according to law and regulation. The determination as to whether or not proper fiscal controls have been exercised is made by the State Department of Audit and Control, through a financial audit. The determination that proper social service procedures have been followed in the granting of public assistance is the responsibility of the State Department of Social Welfare, through its professional social work staffs attached to the area offices.

Under the New York State Public Welfare Law, the divisions of responsibility between state and municipal branches of government are clearly defined. Between the Department of Social Welfare, and local welfare officials a close co-operative working relationship has been established. In these circumstances we are indeed fortunate — but we still have our problems.

While, as has been indicated, relief expenditures are shared in part by the Federal and State Governments, the localities themselves still bear a considerable burden. Many of these will soon approach their debt limits. Within the past few months the City of Buffalo, one of our larger cities, found itself unable further to finance relief expenditures, and passed its burden over to the County of Erie, which is the next larger unit of government to the city. Under this arrangement the city is no longer directly responsible for the financing or administration of relief. The question as to how far a municipality or state can go on incurring indebtedness for relief expenditures is beyond the power of determination by the administrator. It is, however, his responsibility to see that, consistent with decent and humane standards of relief and service to those in need, public moneys are conserved, in regard to both relief and administration. Integration and consolidation of welfare services can be accomplished by thoughtful planning and effective interpretation.

### *Trend Toward Consolidation in Administration*

Again referring to New York State, may I point out that with the initiation of the different categories or types of relief, different staffs were locally set up to administer these various forms of assistance. There is now a decided trend throughout the State for localities to have the various forms of public assistance administered and serviced by a single staff. There is also a trend towards the consolidation, and hence reduction of public welfare units. Within the past three months, two of our largest counties, each having a large city within it, have combined the administrative staffs, and all forms of public assistance throughout those counties are now administered by one public welfare agency. We are also quite certain that it is but a matter of weeks until a third county —also having a large city in it— will follow the two mentioned above. A further evidence of a trend towards the consolidation of welfare functions is seen in the fact that, recently, some counties which have had home relief or unemployment relief administered by the towns of the county — have now accepted the responsibility for county-wide administration by a single agency. The movement in this direction is increasing in the State. Many problems of home relief administration will vanish when such consolidations become more general — since the agency operating on a county basis will be sufficiently large to warrant an administrative staff, of competent, professional workers.

A further development in the State which might well be mentioned is the trend towards "cash relief." In explanation I may say that all forms of relief in which there is federal participation must be granted in cash or check. Hence, we have forms of Public Assistance such as O.A.A., A.B., A.D.C., which have always been granted in the form of money. The general practice, however, in regard to Home Relief (which as I have said costs over 10 million dollars a month) has been to grant it in the form of orders for food, shelter, clothing fuel, etc. For a few years, however, the City of New York has been granting Home Relief in the form of cash. Counties and cities have followed slowly in this direction until about two months ago. Since that time several of the largest welfare units of the state have decided to adopt "cash" as the basis of granting Home Relief, and it appears to be a movement which is gaining impetus day by day throughout the State.

### *Residence and Other Problems*

Our problem that we share in common with our Canadian administrators relates to the care of persons who live away from their

place of settlement. A person who lives for one year without relief in any public welfare district of the State, thereby gains settlement in that district. Should he later become in need of relief or care, he receives such care wherever in the State he may be, the district of settlement paying however, the entire cost. With these cases having settlement anywhere in the state, the problem is not serious, since responsibility is defined under the law. There are, however, many persons living in the State who do not have settlement in any public welfare district. For these persons, the State pays the entire cost of relief, which is furnished wherever he may be found. Relief furnished to such persons is on the same basis as that furnished to anyone else. Forced removals as a matter of practice are scarcely possible. Since adequate relief is furnished, we are now finding that many persons and families living in other States where the grants are not as liberal, are coming to New York State, settling down to a relief existence at the expense of the State. The costs for this type of care have mounted to a degree which may well make it necessary to modify present legislation. For some time the Federal Government accepted the responsibility for transient care on a direct basis. Later, however, this responsibility was handed back to the States, and it has been a growing problem ever since. It is becoming clear, however, that the State of New York cannot continue to provide for all needy persons who come there from other States. We expect that the migration to New York City for the World's Fair will present a new problem of relief in this regard.

Another problem which lies in the administrative area rests upon the continued fluctuation of relief case loads. Local departments of public welfare are faced with the task of providing large enough staffs to care for peak case loads whenever they appear. They are also required to keep administrative costs in line with relief expenditures and case loads. Hence an administrator finds himself continually increasing and decreasing his staff personnel — as the rise and fall of relief loads dictate. The employment of temporary personnel to help out in an emergency is unsatisfactory as a continuing process. Add to this the problem of continually re-arranging case loads, increasing or decreasing supervisory responsibilities, increasing and decreasing administrative payrolls, and the difficulties of the situation become apparent.

### *Adequate Personnel*

One of the most difficult and ever-present problems with which an administrator in Public Welfare has to deal is that of personnel. The problem of getting a sufficient number of people with a proper back-

ground of experience and training, at salaries which are available, is equally important as the problem of getting appropriations for relief needs.

In New York State I think we have been unduly fortunate for a variety of reasons. Prior to the depression in 1931, local relief needs were at a minimum, and consequently the relief staffs of local departments were extremely small. With the creation by legislative enactment of a State Relief Administration, provision was made for the reimbursement by the State for expenditures made in employing social workers, accountants, administrators, etc., in local welfare offices. Such reimbursements, however, were granted only when the personnel employed met the approved specifications established by the State. In the early days this provoked much feeling on the part of some local administrators, particularly since trained and experienced case supervisors were not obtainable locally and had to be imported — some say from the Near East and the Far West! Gradually, however, these standards were accepted in home relief administrations as the continuing responsibilities in these jobs became more apparent, and programmes for training and scholarships for local people were provided in the professional school by the State administration. With the provision of reimbursements to localities for relief and administration of O.A.A., A.D.C., A.B. expenditures, similar qualifications for local workers in these categories were established, and reimbursement by the State made contingent upon adherence to these standards. Today in New York State, expenditures for all the personnel in a local department of public welfare are reimbursable by the State, with the exception of the Chief Administrative Officer of the Department, and certain maintenance workers, such as porters, elevator operators, etc., who are not an essential part of the welfare structure. Under State Law, the State Board of Public Welfare is given the authority, in consultation with the State Civil Service Department, to establish standards and specifications for positions in local welfare departments throughout the State.

These standards which were established, particularly as they affected the social service functions of the departments, had to meet two essential tests: (1) they had to be reasonable, (2) they could not admit of any compromise in professional qualifications of either experience or training. Hence the specifications for technical positions which are approved by the State were established by the co-operative

effort of recognized leaders in the professional field of social work and local public welfare officials.

Recognizing that the first steps have been taken in the recruitment of good personnel for these welfare departments, we realize that they are indeed only the first steps. This is so since, unless the standards of the agency are progressive and the conditions of employment satisfactory, desirable persons will either not accept employment, accept it temporarily, or accept it with resignation as a routine job. Millsbaugh, in his book on Public Welfare Administration, tests the general measures that are desirable, if not indispensable, to assure appointment and retention of the best qualified persons obtainable. These are:

1. The exclusion from personnel administration of political, partisan and personal motives not connected with administrative fitness.
2. Adequate compensation according to positions and work to be done, at ranges of salary sufficiently high to attract the best qualified persons.
3. Security of tenure and reasonable assurance of promotion to those whose work is satisfactory, and the reasonable certainty of demotion or dismissal for unsatisfactory work.
4. Physically and psychologically wholesome working conditions, and the creation and maintenance of morale.
5. The giving to governmental positions of equal or superior prestige to that enjoyed by private employment, and the wide advertising of openings in public service.
6. Provision for staff training.

Speaking to these points for the State Department, I am certain that my associates on the State level would say, "We have them." This is due to a variety of reasons. We have a Governor who is honest, courageous, and vitally interested in social welfare. We have a State Board whose record of devotion and accomplishment is unsurpassed. Our State Commissioner, David C. Adie, a native Scotsman, whom many of you know well, has placed many of the bench marks of social progress, not only in New York, but in Canada and the old country. Finally, we have a civil service department that makes it possible to have social work of a good professional character, a career in public service.

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# COMMUNITY ORGANIZATION



## *Community Chests Make Striking Gains in Canada*

THE 1938 returns of federated welfare appeals in Canada will approximate \$3,640,000, topping the half million mark for the second year in succession and recording an increase (for the same fourteen campaigns) of 4.13 per cent over returns for the previous year. In deducing this percentage the returns of the Catholic Charities of Vancouver were omitted from the calculations since this Federation held no campaign in 1938. Last year's results, similarly compared with returns for the previous year on the same appeals, represented an increase of approximately 4 per cent over 1937 totals, as compared with a gain of 3 per cent in United States campaigns. This year United States returns were down about 3 per cent from 1937 totals, an anticipated loss reflecting less favorable business conditions, especially in some areas.

The more favourable Canadian returns may be attributed in part to the fact that Canada has suffered less severely, to date, from the business recession of recent months, and possibly also to the fact that there has not been so great a swing toward public assistance and social security measures in this country.

These would not appear to be the most important factors contributing to this striking difference however. The fact that Canadian welfare federations have not only held their own, but have recorded such substantial increases on the whole, reflects essentially a consolidation and strengthening of the organizations themselves, greater reliance upon early preparation for the financial appeal, continuous interpretation of community needs, and well laid plans to attack points of weakness in "dead" levels of giving, indifferent organization, etc.

This evidence of strengthening all along the line might well be expected in a group of welfare federations, the majority of which have few years of history behind them, but it is particularly encouraging

in the difficult conditions which have surrounded every appeal of the newer federations organized in the depression years. Co-operative financing has proven itself in these years of unusual strain and the difficulties encountered have brought with them a reinforcement of the organization to meet them.

Fourteen federated campaigns were held in 1938. All but one were autumn appeals, and these for the most part were for the financing of some three hundred participating agencies in 1939. From incomplete and unofficial reports which could be secured in time for this report, it would appear that aggregate expenditures for welfare service that come within the co-operative budgeting and planning procedures of Canadian community chests and closely related councils of social agencies will total between six and seven millions.

Nine of the fourteen 1938 campaigns recorded increased returns over the previous year despite some losses resulting from unexpected local difficulties and the anticipated reverses in employees divisions due to less favorable employment conditions. Two Toronto campaigns of the United Jewish Welfare Fund and the Federation for Community Service recorded the most spectacular gains in the recent autumn appeals, topping the previous year's totals by \$58,000 and by almost \$31,000 respectively. The Jewish Welfare Campaign has been considerably enlarged with a more broadly inclusive policy as to participating organizations than in past years. A more inclusive special names canvass, and a greatly intensified organization in certain divisions of the campaign contributed to the improved results in the Federation for Community Service. The Vancouver Welfare Federation with a gain of \$15,500, the Hamilton Community Fund with a gain of something over \$7,000, the Community Chests of Halifax, Winnipeg and Ottawa, the Federation of Catholic Charities in Toronto, all topped their 1937 totals in 1938. The spring campaign of the Federation des Oeuvres de Charité Canadiennes-Françaises of Montreal also recorded a spectacular gain of \$45,800 over the previous year's total.

Through the co-operation of community chest executives it has been possible to prepare the corrected table of community chest returns in Canada since 1932 which appears in this report. The year designated is in all instances the year in which the campaign was held. The greater part of such funds were actually expended in the following year. The totals recorded are in all cases *subscription returns* only, whereas in some cases the campaign objective and subsequent local report included some estimated revenue from other sources. M.B.

**COMMUNITY CHEST RESULTS IN CANADA FROM 1932 TO 1938**

NAME OF ORGANIZATION	RAISED 1932	RAISED 1933	RAISED 1934	RAISED 1935	RAISED 1936	RAISED 1937	RAISED 1938	TOTAL
Halifax Community Chest.....	\$ 59,135	\$ 57,061	\$ 62,090	\$ 60,675	\$ 62,301	\$ 57,340	\$ 61,000 <sup>2</sup>	\$ 419,602
<b>MONTRÉAL:</b>								
Federated Charities.....	741,673	717,000	700,042	689,555	734,020	760,000	752,000	5,094,290
Federation of Catholic Charities.....	185,143	182,417	181,091	179,726	191,215	193,266	190,000	1,302,858
Federation of Jewish Philanthropies.....	276,000	265,000	266,000	272,389	282,125	285,000	285,000	1,931,314
<sup>4</sup> Fédération des Oeuvres de Charité Canadiennes-Francaises.....	—	183,335	288,820	305,241	350,092	387,544	433,404	1,948,436
<b>TORONTO:</b>								
Federation for Community Service.....	430,834	427,717	446,054	482,291	502,421	523,074	553,987	3,366,378
118,695	108,970	104,933	103,494	105,160	104,225	104,927	104,927	750,404
Federation of Catholic Charities.....	60,000	58,000	65,000	69,000	75,000	—	—	—
Federation of Jewish Philanthropies (now participant in United Jewish Welfare Fund).....	—	—	—	—	—	162,000	220,000	327,000
United Jewish Welfare Fund.....	—	135,228	137,448	146,792	150,181	151,371	151,400	382,000
Ottawa Community Chests.....	93,433	91,932	91,434	93,040	92,096	111,429	118,619	872,420
Hamilton Community Fund.....	276,100	268,391	271,618	270,278	289,592	287,300	292,000 <sup>2</sup>	691,983
Winnipeg Community Chest.....	—	—	—	35,643	35,531 <sup>1</sup>	44,255	38,000 <sup>2</sup>	1,955,279
Regina Community Chest.....	329,500	297,019	305,550	320,055	325,893	342,084	357,500	153,429
<b>VANCOUVER:</b>								
Vancouver Welfare Federation.....	—	—	—	11,000	16,300	18,325	— <sup>4</sup>	2,277,601
Catholic Charities of Vancouver.....	—	—	—	—	—	86,191	81,682	45,625
Greater Victoria Community Chest.....	—	—	—	—	—	—	—	167,873
	\$2,570,513	\$2,792,070	\$2,920,080	\$3,039,179	\$3,211,927	\$3,513,404	\$3,639,519	\$21,686,692

<sup>1</sup> Including \$3,000 raised in a supplementary campaign extended into 1937.

<sup>2</sup> Estimated.

<sup>3</sup> No campaign.

<sup>4</sup> Spring campaign

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# Les Oeuvres de Charité Canadiennes-françaises



WITH THE FRENCH-SPEAKING SERVICES

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## *Une Femme d'Oeuvre*

MARGUERITE DE LA JEMMERAIS-D'YOUVILLE

DANS LA personne de Marguerite Bourgeoys, la France avait suscité "l'inauguratrice des œuvres sociales au Canada." Au lendemain même de la mort de la fondatrice de la Congrégation de Notre-Dame, naissait en notre Canada une petite fille qui devait être appelée à jouer un rôle très important dans l'organisation des œuvres sociales de la Métropole. C'était une autre Marguerite, une autre fondatrice de l'une de nos grandes communautés religieuses canadiennes. Sa vie, tout comme celle de Marguerite Bourgeoys, fut celle de la souffrance. Elle trouva dans les œuvres sociales sa vraie vocation. Aucune misère humaine n'échappa à sa sollicitude; depuis l'enfant au berceau jusqu'au vieillard penché sur sa tombe, tous les malheureux eurent leur part de son inlassable charité.

### *Enfance*

Marguerite de la Jemmerais voit le jour à Sainte-Anne de Varennes. Son père, un officier, se distingue par sa bravoure dans les guerres contre les Iroquois. La famille de la Jemmerais est de vieille souche bretonne. Mme de la Jemmerais est la petite-fille du Sieur Boucher de Boucherville, si illustre par ses grandes vertus; elle est encore la soeur du Sieur de la Vérandrye, le célèbre explorateur de l'ouest canadien.

Marguerite passe paisiblement les premières années de son enfance sous le toit du manoir paternel. M. de la Jemmerais connaît quelques succès militaires. Il est promu capitaine en 1705. Malheureusement la mort vient bientôt l'enlever à sa famille. Il meurt en 1708 laissant sa femme et six enfants dans le plus complet dénuement. Déjà com-

mencent pour notre héroïne les jours de sacrifice et de douleur qui devaient tant de fois se renouveler au cours de sa vie.

### *Education*

Dans sa situation pénible la famille de la Jemmerais connaît des protecteurs puissants qui s'intéressent à son sort et lui obtiennent des faveurs qui lui permettent de se tirer d'affaire. Mme de la Jemmerais est donc gratifiée de la pension des veuves d'officiers. Ces mêmes protecteurs jugent que par sa position et sa naissance, Marguerite de la Jemmerais a besoin d'une éducation soignée. Elle est donc envoyée chez les Ursulines de Québec pour y parfaire et compléter son instruction. Elle n'arrive pas en étrangère chez les Ursulines. Sa mère, sa grand'mère, sa bisaïeule y avaient fait leurs études.

Le passage de Mlle Dufrost de Jemmerais n'est pas sans être remarqué. Les Ursulines lui consacrent une page de leurs annales sous le titre: "Une femme forte au Canada au 18e siècle." Marguerite puise chez elles cette solidité de caractère qui gouvernera toute sa vie. La vie réglée qu'elle y mène, l'enseignement soigné et la formation sérieuse qu'elle y reçoit préparent la future fondatrice à sa mission de dévouement.

### *Retour*

Pendant les quelques années passées chez les Ursulines, Marguerite n'oublie pas les siens. Elle sait fort bien qu'au manoir paternel on attend impatiemment son retour. Les annales des Ursulines disent: "Elle ne perdait pas un instant, et si elle voyait quelqu'une de ses compagnes, moins assidue au travail, chercher à s'amuser pendant les classes ou l'étude, elle se disait à elle-même: ces demoiselles sont plus fortunées que moi, leurs années d'études ne sont pas limitées; pour moi, je n'ai plus de père, et ma pauvre mère attend avec anxiété mon retour à la maison. Et elle redoublait d'activité et d'application dans l'acquit de ses devoirs." C'est donc avec joie qu'est salué le retour de Marguerite au foyer paternel. Elle aide par son travail à gagner la subsistance de sa famille. Elle seconde sa mère dans l'éducation de ses frères et soeurs, dont elle est toujours la confidente aux heures gaies comme aux heures tristes. Toute leur vie, ils lui restent très attachés.

Si Mlle de la Jemmerais est pourvue d'un esprit sérieux et d'un jugement solide, les attraits physiques ne lui font pas défaut. Son physique distingué, son sourire aimable, ses yeux intelligents et vifs, attirent sur sa personne les attentions de plusieurs gentilshommes qui recherchent sa main. Elle agrée l'un deux. A cette époque, sa mère se

remarie avec un médecin irlandais et, ce second mariage est la cause de la rupture des fiançailles de Marguerite.

### *Mariage*

Mlle de la Jemmerais oublie bientôt cette déconvenue et reprend sa vie accoutumée. On apprend quelques années plus tard qu'elle est fiancée à M. François d'Youville qu'elle épouse le 12 août 1722.

Mlle de la Jemmerais ne trouve pas dans le mariage l'appui d'une solide et sincère affection. Son mari volage et léger a bientôt fait de dissiper toute la fortune familiale. La jeune Mme d'Youville doit habiter avec sa belle-mère, femme acariâtre et impérieuse qui ne fait aucun effort pour lui adoucir les déceptions que lui ont apportées la vie conjugale. Elle lui refuse les plus légitimes distractions, et Marguerite, alors dans la fleur de ses vingt ans, se vit condamnée à vivre recluse auprès d'une infirme revêche et d'un mari indifférent. Ce dernier meurt inopinément en 1730, la laissant veuve avec deux enfants en bas âge et de nombreuses dettes.

Courageusement Mme d'Youville se met à l'oeuvre. Elle entreprend une petite industrie qui lui permet non seulement de payer toutes les dettes de son mari, de pourvoir à l'éducation de ses enfants, mais aussi de faire l'aumône aux pauvres. Elle surveille de près l'éducation de ses deux fils qui plus tard sont élevés au sacerdoce. Puis elle partage son temps entre la visite aux pauvres et aux prisonniers.

Mais ce champ d'activité ne lui suffit pas. Un saint religieux lui avait dit un jour qu'elle lui faisait part de ses soucis: "Dieu vous destine à une grande oeuvre et vous releverez une maison sur son déclin." C'est bien là en effet, le rôle qu'elle devait jouer.

### *Débuts de l'Oeuvre Charitable de Madame d'Youville*

Ville-Marie n'avait à cette époque qu'un seul asile pour abriter les malheureux. Les Frères Hospitaliers en avaient charge, mais ils ne recevaient dans cet asile que des hommes. Mme d'Youville décide donc d'ouvrir une maison pour recevoir les pauvres abandonnés. Elle s'adjoint trois compagnes, loue une maison, y entre avec ses pauvres. Pour soutenir l'oeuvre naissante ces saintes femmes doivent surtout compter sur les ressources que leur apportaient leurs travaux manuels. Les soucis financiers ne sont pas les seuls qui assaillent Mme d'Youville à ce moment.

Les multiples calomnies auxquelles elle est sujette viennent s'ajouter à ses tracas quotidiens. Ces calomnies vont jusqu'à mettre en

doute l'honneur de Mme d'Youville et de ses compagnes. Elles sont toutefois assez fortes pour résister à l'opposition qu'on leur fait.

Sept ans durant, Mme d'Youville est victime d'un mal au genou qui la rend complètement invalide et fait retomber sur les épaules de ses compagnes, tout le poids de l'oeuvre. En 1745, en plein hiver, le feu ravage la maison qu'elles habitent. Mme d'Youville toujours vaillante dit: "Nous avions un peu trop nos aises et peut-être un peu trop d'attache aux choses du monde; désormais, nous vivrons en commun et plus pauvrement." Pendant les deux années qui suivent cet incendie, elles errent de demeure en demeure, tantôt reçues par des coeurs amis, tantôt repoussées par leurs ennemis. Les Messieurs de Saint-Sulpice furent particulièrement généreux pour l'oeuvre naissante.

### *Hôpital Général*

Mme d'Youville avait l'étoffe des chefs, et la Providence la destinait bien à "relever une maison sur son déclin."

Les Frères Hospitaliers qui avaient charge de l'Hôpital-Général n'en avaient pas fait un succès: ils se virent bientôt en face de graves embarras financiers; les quelques pauvres qui leur restaient manquaient du strict nécessaire; leur maison était dans un état pitoyable. Devant un tel état de choses, l'évêque défendit aux Frères tout recrutement. Les Frères renoncèrent à la direction de l'Hôpital et Monseigneur Pontbriand désirant confier cet hôpital à des religieuses en offrit la direction *provisoire* à Mme d'Youville.

Sous cette conduite intelligente l'Hôpital change. Les pauvres, depuis si longtemps négligés, reçoivent des soins convenables. Mme d'Youville est autorisée à faire les réparations nécessaires. Grâce aux économies qu'elle a faites, elle est en mesure d'aller au plus pressé, mais elle doit emprunter pour compléter ces réparations. Elle veut obtenir des lettres patentes du roi, s'offrant de régler toutes les dettes contractées par les Frères Hospitaliers. Mais l'intendant Bigot est là qui vient s'opposer au projet de Mme d'Youville. Il désire donner aux Hospitalières de Québec les biens de l'Hôpital de Montréal, et il refuse même de rembourser à Mme d'Youville les sommes qu'elle a empruntées pour remettre l'Hôpital sur pied. L'admirable femme ordinairement si humble, sait toutefois écrire à l'intendant une lettre d'un ton ferme qui met les choses au point et dont le plaidoyer peut difficilement se refuter: "Rappelez, je vous prie, Monsieur, à votre mémoire, que vous m'avez toujours engagée à tenir le tout en bon état et à réparer ce qui en avait besoin. . . . J'ai eu l'honneur de rendre mes comptes à la fin

de la première année de ma gestion. La dépense excédait dans ce temps-là, la recette de plus de trois mille livres; vous n'avez point paru l'improuver ni en être mécontent. . . . Ce n'est donc point de moi-même, Monsieur, que j'ai agi, c'est sous vos yeux, à votre connaissance et avec votre approbation."

Après maintes démarches, le Roi autorisa Mme d'Youville à prendre la direction définitive de l'Hôpital-Général à condition qu'elle acquittât les dettes de cet hôpital. Elle y loge toutes les infortunes: les vieillards, les invalides, les incurables, les aliénés, les enfants orphelins et abandonnés, les malades.

Notre service social actuel qui tend de plus en plus à être spécialisé, ne permettrait pas que l'on trouve sous un même toit tant de cas divers. N'oublions pas que Mme d'Youville vivait il y a deux siècles; ce qu'elle entreprenait, était une oeuvre gigantesque pour son temps. Il lui fallut certes un courage invincible et un zèle à toute épreuve pour la mise à exécution de tous ses projets.

### *Les enfants trouvés*

La vue d'un enfant assassiné détermine Mme d'Youville à se charger des enfants orphelins et abandonnés de leurs parents. Les enfants abandonnés de Ville-Marie étaient souvent à la merci des sauvages. Le cœur maternel de Mme d'Youville s'émeut devant cette enfance négligée.

L'espace manquait à l'Hôpital pour loger les orphelins. Mme d'Youville employe donc une méthode qui rencontrerait l'approbation des assistantes sociales contemporaines: celle du placement familial. Elle place donc les enfants pour une certaine période de temps dans des familles honorables. Elle leur paye une pension d'environ *trente dollars par année*. Les Soeurs Grises continuent encore l'oeuvre de leur fondatrice en recevant dans leurs crèches et leurs orphelinats les enfants sans foyer.

### *Esprit d'organisation*

Mme d'Youville dut faire des prodiges d'économie pour soutenir toutes ses œuvres si multiples. Les lourdes dettes contractées, les dépenses occasionnées par l'entretien quotidien, l'agrandissement et la protection de l'Hôpital n'étaient pas la moindre de ses peines.

Elle sut toujours se créer des ressources nouvelles, mais elle estima que le travail est d'abord la meilleure source de revenu. Elle comptait donc sur son travail personnel et celui de ses compagnes pour arriver

à sauvegarder le "vaste plan de charité qu'elle avait conçu." Elle recevait avec reconnaissance tout travail qu'on lui confiait. On la voyait confectionner des habits, des drapeaux, des tentes pour l'armée. Elle achetait du tabac, le faisait préparer et le revendait. Elle faisait extraire les pierres des carrières sur ces propriétés ainsi que couper du bois pour ensuite les revendre.

Mme d'Youville ne négligeait pas pour cela l'effort bénévole. Elle savait intéresser les plus fortunés de la vie à son oeuvre de charité. Quelques chambres de l'Hôpital-Général étaient réservées à des dames qui payaient une pension très substantielle, et qui aussi faisaient de menus travaux pour aider Mme d'Youville. Elle fait entourer sa propriété d'un grand mur. De nombreux citoyens de Ville-Marie se firent un honneur soit de transporter des pierres ou de travailler à la construction de ce mur.

La cession de la Nouvelle-France à l'Angleterre amena des difficultés financières pour l'Hôpital-Général. La France refusait les cent mille livres qu'elle devait à Mme d'Youville pour de multiples travaux accomplis. Pour comble de malheur, un incendie détruisit la totalité de l'Hôpital. L'Angleterre vint au secours de Mme d'Youville et une quête faite à Londres sauva l'oeuvre d'un complet anéantissement. L'édifice renaquit de ses cendres plus vaste et put abriter environ cent soixante-dix personnes.

### *Expansion de l'oeuvre*

Le 23 décembre 1771 la "Mère des Pauvres" s'éteignit après une vie presque toute entière consacrée aux œuvres charitables. Elle laissait à ses sœurs en religion un vaste champ d'apostolat dont elle avait ardemment tracé les sillons. Elles ont fidèlement continué l'oeuvre de leur illustre fondatrice, au Canada et aux Etats-Unis. De l'Atlantique au Pacifique, s'échelonnent par centaines les institutions dont les filles de Mme d'Youville sont les titulaires. L'Afrique, la Chine ont voulu être témoins du dévouement des Soeurs Grises, et leur ont ouvert leurs portes. L'audacieuse Mme d'Youville n'en aurait pas moins fait. M.H.

N.B.—On voudra bien noter que les cadres du *Canadian WELFARE Summary* ne nous permettent de considérer ici que l'*oeuvre sociale* de Mme d'Youville. Nous laissons à des plumes plus autorisées que la nôtre le soin d'estimer à leur juste valeur, les grandes vertus de cette illustre canadienne.

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# *Au Contact de la Réalité*

## *“Débuts d'une assistante sociale”*

GABRIELLE BOURQUE

*Secrétaire, Bureau Social de Saint-Jean-Baptiste, Ottawa*

**I** “**L**FAUT qu'après nous le monde soit meilleur parce que nous aurons vécu.” Quelques semaines d'expérience dans le “service social” nous révèlent toute la beauté de cette pensée et fixent devant nos yeux un idéal que toute assistante sociale désire vivement réaliser: l'amélioration des conditions sociales d'un très grand nombre d'individus et de familles, plus ou moins responsables d'un ordre social qui devient de plus en plus un grave problème, sinon une menace pour la société.

Il y a tant de bien à faire, tant de vies à améliorer, tant de maux à guérir, tant d'âmes à faire naître à l'espérance et à l'amour! On ne supporte pas toute sa vie les coups de la mauvaise fortune sans en garder un complexe d'infériorité. Les mieux partagés finissent eux-mêmes par accepter comme un fait nécessaire de la vie cette infériorité de toute une classe de la société, et ce préjugé agissant, ils s'en désintéressent, s'ils n'ont pas, parfois, des intérêts à maintenir cet état de choses.

### *Impressions*

Cette constatation d'un bien immense à faire est peut-être la plus importante, la plus bienfaisante expérience de l'assistante sociale au début de son service. Aussi bien, en tout cela, c'est peut-être elle qui profite le plus. Elle voit de plus près la réalité de la vie, celle qui est dure et pénible, qui est faite de souffrances physiques et morales, celle qui est, pour une bonne part, le résultat d'injustices sociales.

Quand on entre dans le service avec une âme neuve, pour ainsi dire, sans expérience de ce que nous pourrions appeler la technique, connaissant peu ou point du tout l'esprit qui doit animer cette activité particulière, on s'aperçoit vite que les réalités cachent beaucoup plus qu'elles ne laissent entrevoir ou même soupçonner de ce qu'elles sont.

Ici, comme en tout autre domaine, l'expérience est le meilleur maître. Nous touchons la réalité qui nous découvre la vérité. C'est cette vérité qui meut notre activité et qui nous donne du coeur pour recommencer sans cesse les mêmes enquêtes, les mêmes démarches, les mêmes plaidoyers.

L'expérience d'une novice de quelques semaines dans le service n'apportera rien de bien nouveau sur ce sujet. Ce petit article sera plutôt une méditation personnelle, livrée aux bienveillants lecteurs de cette revue.

En présence d'un cas concret, dans le service, l'assistante sociale doit avoir un esprit positif tout autant qu'un cœur sensible. Car il faut commencer par constater les faits, les étudier objectivement, faire la part des choses et des circonstances, essayer de démêler la complexité des entrelacs de la réalité, rechercher les causes de la situation à améliorer, vérifier les affirmations avant de tirer ses conclusions et de prendre ses déterminations. Chaque jour, chaque cas apporte une découverte.

A première vue, pour l'inexpérimentée, le problème social semble très simple. C'est qu'en effet les idées premières sont toujours simples. C'est dans l'application que l'on en fait qu'elles se compliquent. Mais, toujours il nous faut revenir à une formule simple, si, dans la pratique, on veut arriver à quelque chose.

### *Théorie et pratique*

Dans les manuels on apprend des définitions très claires: la société est partagée en trois classes: les riches, les bourgeois, les pauvres. Le riche vit du pauvre, le pauvre vit du riche, le bourgeois, au milieu, vit des deux!

Mais il arrive que dans le concret cela se complique du mystérieux problème de la vie. L'inégalité des classes dépend de tant de choses! Des individus eux-mêmes pour une certaine part, mais aussi des conditions d'un ordre social où chacun doit lutter pour la vie, à chances inégales, indépendamment des bonnes volontés. Aussi bien, les déshérités de la fortune dans tous les sens, les malheureux sont légions, aujourd'hui surtout. C'est bien en leur faveur que l'on parle tant aujourd'hui de rénovation, de reconstruction de l'ordre social.

Rien n'est plus convaincant que de voir par soi-même, dans le service, ce fait brutal du désordre social et tout le cortège des misères qu'il engendre.

Il n'y a pas que la pauvreté qui semble être une condition statique de la société. Le Fils du charpentier a Lui-même déclaré: "Il y aura toujours des pauvres parmi nous." Il nous est permis de présumer qu'il s'agit là de toutes les pauvretés, de tout ce qui découle de l'inégalité des conditions sociales.

C'est très vrai, il y aura toujours des pauvres. Mais est-ce une nécessité inéluctable pour tel individu en particulier? L'inégalité des conditions existera toujours. Mais n'est-il pas permis de travailler de tout son coeur à améliorer sa condition et celle des autres?

Ce sont là des faits humains. Mais tout fait humain, précisément parcequ'il est humain, n'est pas irrémédiablement figé. Il peut osciller dans un sens ou dans un autre, suivant les circonstances de personnes, de temps, de milieu. C'est toute l'histoire du "struggle for life". Dans cette lutte les uns qui occupaient un rang élevé se trouvent un jour au bas de l'échelle quand d'autres, apparemment nés pour la moins bonne part, ont gravi les échelons et sont arrivés à une situation enviable.

La volonté et le travail humain peuvent donc changer un fait humain, qui est toujours, dans le cas qui nous occupe, un fait individuel.

### *Rôle du service social*

C'est la raison d'être du service social que de vouloir améliorer les conditions de vie, que d'opérer ce relèvement en rétablissant l'équilibre de la société, en développant la personnalité, en donnant le sens des responsabilités.

Toute la difficulté, c'est de juger chaque cas en particulier. Quelle attitude prendre dans l'enquête à commencer? Tout croire, tout accepter on peut se faire grossièrement tromper; douter de tout on risque d'être injuste et de n'aboutir à aucun résultat.

Il semble que le bon procédé soit d'aborder le cas avec, tout à la fois, une charitable confiance et un doute prudent, pour dégager la vérité de tout ce qui peut masquer la réalité. C'est en substance ce que dit saint Thomas d'Aquin: "Quand on juge les choses il faut toujours être dans le vrai; quand on juge les personnes efforçons-nous toujours d'être charitables." Ainsi la charité et la justice s'aideront mutuellement et nous aideront dans la solution des cas dont nous nous occuperons.

Le travail sur les cas sera, croyons-nous, intéressant si nous le faisons dans cet esprit; et avec cette méthode nous obtiendrons des résultats très consolants, même s'il faut attendre longtemps. Attendre! C'est l'angoisse de ceux qui espèrent le secours. Attendre! C'est une cause de découragement pour l'assistante sociale inexpérimentée.

Puis-je me permettre de vous livrer une expérience personnelle? Au début de mon service, la troisième semaine, après avoir fait plusieurs démarches pour obtenir de la Société de l'aide à l'enfance le placement

de quelques fillettes, j'ai douté de ma vocation d'assistante sociale, parce que je n'avais pas encore ce que je demandais! J'oubliais que dans les réformes sociales il faut nécessairement compter avec le temps, qui ne marche pas au rythme des inventions modernes! J'en ai maintenant la preuve: les dossiers consultés à date révèlent que certains cas attendent encore une solution après huit ou dix ans de démarches et de travail! Vraiment, je n'avais pas le droit de douter de ma vocation, encore moins de me décourager.

Dans le "Case work" (traitement social) nous constatons que tout est tellement compliqué, les cas sont si différents les uns des autres, et tout est tellement pris ensemble malgré tout, que l'assistante sociale éprouve une pénible impression de confusion, d'abîme ou de chaos d'où on ne pourra jamais sortir. Si elle n'avait pas une tenace espérance elle abandonnerait la partie, mais le désordre ne pourrait que s'aggraver.

### *Conditions sociales*

Après tout, les exigences de la vie ne sont pas tellement grandes pour que quelqu'un soit heureux et fasse une vie convenable: un travail assez rémunérateur pour que l'individu et la famille vivent sans angoisse du lendemain; de bonnes amitiés qui sont le charme de la société; des récréations saines et suffisantes pour qu'on ne s'épuise pas à la tâche; au-dessus de tout, la pratique de la religion, qui, seule, garantit le vrai bonheur en faisant tout accepter chrétientement, même les épreuves.

Dans la plupart des cas, l'assistante sociale doit faire porter son enquête sur chacun de ces points. C'est presque toujours à une déficience de l'une ou de l'autre ou de plusieurs de ces conditions de vie qu'est attribuable la mauvaise fortune de nos visités.

### *Coopération*

Pour assurer le relèvement de ceux à qui nous nous intéressons, pour leur faire tout le bien que nous leur désirons, pour rendre le plus grand service à la société, nous croyons très important d'insister, en terminant, sur un travail d'ensemble. Nous aurons des résultats appréciables dans la mesure où il y aura collaboration de toutes les œuvres qui, souvent, s'occupent des mêmes cas, pour des raisons différentes. Le travail isolé risque d'être stérile. La coopération de toutes les œuvres, tendant vers un même but de rénovation sociale, c'est la force qui opérera des merveilles, qu'il s'agisse de l'intérêt des personnes ou de tout le corps social.

Nous aurons des déceptions, nous ferons bien des démarches inutiles et épuisantes, mais nous connaîtrons la joie profonde de faire du bien et de donner du bonheur.

Si, parfois, la tâche semble lourde redisons-nous cette belle pensée: "Il faut qu'après nous le monde soit meilleur parce que nous aurons vécu".

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## *L'Aide aux Jeunes Chômeurs Québécois*

**C**ONFORMÉMENT à l'entente provinciale-fédérale de 1938-1939 la province de Québec devra réaliser d'ici le 31 mars les initiatives prévues par cette entente. Ce service est confié à l'Aide de la Jeunesse sous l'autorité du ministre des affaires municipales du commerce et de l'industrie, l'honorable Joseph Bilodeau.

Une somme de \$650,000 sera affectée à la réalisation de cette entente. Le Dominion fournit 50% de cette somme, la part de la province s'élève donc à \$325,000 plus les déboursés relatifs de l'administration de l'organisation, ce qui peut s'élever à environ \$150,000. L'entente Bilodeau-Rogers est constituée par plus de 30 clauses et de cinq "cédules".

La cédule "A" prévoit à l'initiation minière par l'organisation d'un centre à la mine-école provinciale, à Val-d'Or, Abitibi. Le but de ce centre d'initiation est de former des jeunes mineurs aptes à obtenir un emploi dans les entreprises d'exploitation minière.

La cédule "B" permettra aux jeunes chômeurs de suivre les cours suivants: (a)—cours de commis-forestiers, (b)—cours de cuisiniers-forestiers, (c)—cours d'ouvriers-forestiers.

La cédule "C" est destinée à la jeunesse agricole des deux sexes, elle prévoit l'organisation de cours agricoles paroissiaux d'environ 300 paroisses, cours féminins ruraux, cours de co-opération rurale.

La cédule "D" réfère à "l'initiation au travail qualifié". Elle comprend: (a)—l'initiation artisanale, (b)—l'initiation commerciale, (c)—l'initiation hôtelière.

La cédule "E" (initiation au service domestique) est réservée aux jeunes filles habitant les villes et s'adresse à celles qui sont soucieuses de devenir des servantes compétentes.

Les jeunes chômeurs et chômeuses qui veulent profiter des avantages offerts par cette entente doivent être âgés de 16 à 30 ans inclusivement. A la fin des différents stages, des officiers de placement assistent les élèves dans la recherche d'un emploi.

M.H.

# News from the National Federation of Kindergarten, Nursery School and Kindergarten-Primary Teachers

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## The How of Story Telling

*Based on a questionnaire sent to Nursery-School, Kindergarten  
and Kindergarten-Primary Teachers*

WE ARE agreed then, I refer to our discussion of the previous issue, stories are an important part of the child's early education. This being so our job is to "put them over" to make the story period a vital experience.

*When, how often and how long* should this period be in order, at one and the same time to avoid boredom and to fulfill our five purposes? Over two thirds of those answering the questionnaire have a separate story period. Less than a quarter have no separate period but they tell from two stories a week to two a day. The end of the session is the most popular time for stories, with the middle of the session coming next. A few favour the beginning of the session and some have no regular time.

The usual length for a story period is from ten to fifteen minutes, according to over half the questionnaires. In all eighty per cent of the answers state a range of time from five to fifteen minutes. Here is proof that the trained teacher knows her children — knows that attention span is short in the very young, that it is increased by learning and that the way to do this is by short periods of close attention held by interest and not compulsion.

Ninety per cent of the teachers give children books to look at by themselves. Several pointed out that when children finish one activity they look at books while waiting for others to finish. Looking at books is a useful stop gap in the day's programme. Also, to feel and turn the pages gives the book (even if upside down at the time) a familiarity and hence a personal value which makes its content more interesting at a later date, as witness the little Nursery School boy, who, when prompted in his story insisted, "but that didn't happen on this page it happened on the next."

### *The Method of Presenting Stories*

The *form* of a story is important to children as it is to adults. For children the form must be simple — as simple as his play activity. Watch the child who puts peg after peg into the board. Repetition is the first stage in construction; then the child who builds one block at a time — serial activity where each step adds to the next; finally the five year old who, with a preformulated plan, commences upon his tinker-toy structure a unitary whole where each part bears a relation to every other part. So, in stories, "Little Black Sambo" is of the first and simplest type, an event repeated with just enough difference to add intrigue. "The Three Bears" is a little more complex — a linear series of events leading to a climax, another series and another climax. The child can anticipate; he is not diverted and so does not lose his way. Finally, in "Peter Rabbit" we find the beginning of real plot, where in place of *parts*, the *whole* must be perceived. It takes practice before the child's mind can retain this continuity for there are no repeated sign posts to remind him whither the story is going. Often the child enjoys the form regardless of the content, as witness a good many Nursery Rhymes and much of the poetry he chooses. Unless a story is read or memorized in detail, much of its form may be lost in the telling. On the other hand it is easier to hold the attention of a group when telling a story. This would seem to explain why seventy-five per cent of the teachers both *read* and *tell* stories.

When it comes to the actual *presentation* the "dramatic" method is half as popular again as the "matter of fact"; the "conversational" method is used five times as much as the "formal"; half of the number of teachers "explain" things in the story as they proceed and half tell stories with "no explanations" added. So we seem far from solving the problem of which the children prefer. It might be interesting to the individual teachers to try different methods with their own groups.

Choose similar stories and tell one with much gusto and dramatic effect and then tell one in a matter of fact manner. If you are in the habit of telling "The Three Bears" in a conversational manner, how would your group respond if you told it quite formally? Do new stories go over better if you add explanatory remarks to link them with experience familiar to the children? Or is it better not to interrupt the action and continuity of the story? When you tell stories dramatically is it because you assumed it would be best — or have you tried being matter of fact?

Bryant makes a comment worthy of consideration, namely, that expression is to arouse imagination not to play a part, that it should

act as a suggestion only. Is there a danger that by too clever a presentation we become mere entertainers and so limit rather than foster creative thinking?

Half the teachers tell *original* stories or recount real happenings in story form. Several specified that they make up stories concerning things in which their group happens to be interested. This is undoubtedly making up for a lack of the right kind of story for young children. Perhaps it fills a need that can never be filled by stereotyped tales, because the essential factor is that these original stories are so close to the experiences of a particular group. They are related to the life of the children in their particular community, or location, and they give them fresh interest in and a new understanding of their own environment.

Practically all the teachers show pictures to *illustrate* stories — the majority show pictures frequently. Half do original illustrations — e.g., black board drawings, model clay or plasticine figures of story characters, etc. One might express it thus, a child's ears wander easily so we enlist his eyes and other senses.

### *When Children Lose Interest*

There were some twenty different answers to the question — “*What do you do when children lose interest?*” There seem to be two distinct problems here. First — when one's group as a whole gets bored and, second, when most of the group are interested and one or two children lose interest. The suggestions for dealing with the first problem all indicate that the teachers feel the fault is with the story or the method of telling it. The most popular solution seems to be that of changing the story — tell a different type of story — or a new one. The next most popular treatment of the problem was to change the method of telling — condense the story, put in more action, be more dramatic, change the expression etc. There are many little tricks of the trade which work as charms for no apparent reason — to stop and *count* the number of stairs Goldilocks traversed to the Bears' bedroom, to pause for a moment to *enumerate* the flowers in Mr. McGregor's garden, a curious word, to listen for Peter's sneeze, will usually quiet a restless group instantly. On the other hand interest is often recaptured by showing a picture or asking a question. The final and drastic solution to the problem is to stop the story altogether and do something else.

Perhaps the main lesson we learn from these answers is the happy fact that others have restless inattentive story hours and that the use

of these "tricks of our trade" is not one of which to be ashamed, rather to be clever about. What we must learn is to change our story, to readapt our programme immediately, to anticipate rather than to struggle on.

### *The Children's Participation in the Story Period*

To participate, the child must form ideas, that is, must organise his experience and then express these in words. He enjoys the feeling of accomplishment which comes with the use of new words and with the ability to put his ideas across to others by means of language. Passive dependence on adult entertainment is avoided and interest assured (a little *too much* enthusiasm, no doubt). Participation would thus seem a necessary part of our story program in accomplishing of our five aims (see the Why of Story Telling).

All children enjoy *asking questions* and one teacher made the enlightening comment that questions about the story seemed to heighten the child's interest. *Conversation periods* in which they relate their experiences and repeat stories heard also give them practice in expressing their own ideas. Probably these need to be brief and the subject matter directed to some extent by the teacher in order that one child does not do all the talking and bore the others.

Almost all the teachers reported *dramatization of stories*. Unfortunately there were not many details of method mentioned, probably because dramatization requires to be so very simple and informal at this age level. The children need only to know the story well and be encouraged to give their own versions of the words and actions. A simple way to let the children participate in the story is to let them supply words and phrases in familiar stories.

Finally, out of stories grows a great deal of *creative activity* with other materials. In addition to the use of stories in connection with projects, many teachers give the children an opportunity to illustrate stories with crayons, paints, plasticine, clay, cutting free hand posters. So, again the teacher aims to make the story the child's "very own".

In conclusion we hope that the questionnaire on stories and the summary of results have provided some fresh suggestions or ideas. If you disagree with things that have been said, do some experimenting to prove your cases and by all means let us know the results. We will be only too glad to publish them in a later issue.

C. DAVIS,  
*Chairman of Research Committee.*

## Local News

THE Toronto Symphony Orchestra will present children's concerts on the following dates—February 24th, March 25th.

It is suggested that these concerts may be utilized to advantage by the teacher in her Music Periods. The young child may be interested particularly in the varied instruments, their different uses and tones. Phonograph records may be used in the class room to point out to the children what to listen for and to review what they have discovered. Greater enthusiasm will be aroused in their own rhythm bands if the children's musical experience can be so increased and made more meaningful.

EARLY this summer the Scientific Films Corporation made a short subject in Technicolour of children doing finger painting. If given the name and number of the film—"Popular Science", J 8-1, the Paramount office in each town will say when this educational feature will be presented.

THE Hamilton Educational Institute Convention, November 17th, 1938, exemplifies the greater interest, the thought being put upon and changes occurring in the Education of Ontario to-day. It behoves us as active participants to keep in the front ranks of this advance guard.

THE FIRST Canadian showing of Progressive Educational Products (P.E.P. toys) was held in Toronto in November. Orders can be taken or toys secured at 198 Westminster Avenue, High Park, Toronto.

THE National Conference of The Progressive Education Association will be held in Detroit Michigan, February 22-25, 1939. The programme will consist of consultation conferences, study conferences and general meetings. The headquarters of the conference will be at the Book-Cadillac Hotel and the Hotel Statler.

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## Book News

*An Examination of Recent Literature on the Education of Teachers*—“Twenty years of attention to the problem of the preparation of teachers has been awarded by achievement.” The Bibliography attached to this article offers a representative sample of the literature on teacher education. Ida A. Jewett, Ellen Hays, Teachers College Record, Nov., 1938.

*The Child's Outlook on the World*:-"A teacher may make an enormous contribution to better mental and social adjustment." L. E. Frank, *Progressive Education*, Oct., 1938.

*The Nursery School, a Child Welfare Center*:-"The Nursery School provides an opportunity for many different groups and individuals to work together for the welfare of the young child in the community." Ruth Andras, *Progressive Education*, Oct., 1938.

*Children's Radio Programmes*:-An essential for good programmes is competent well informed script-writing dealing with situations and characters that are authentic in substance or offering a genuine treatment of fantasy. Jersild, A. T., *Talks 3*: 41-45, 1938.

*When Naps are Outgrown*:-How nursery school methods in the sleeping room can be reapplied in the home. R. W. Bacmeister, *Parent's Magazine*, Nov., 1938.

*Speech Defects*:-"The treatment often necessary for a stuttering child is that of educating the adults associated with him." A. H. McAllister, *The New Era*, Sept.-Oct., 1938.

*Practise in Pre-School Education*:-Another book to add to the still far too small Nursery School teachers' library. R. Updegraff et al., *McGraw-Hill Book Co., Inc.*, N.Y., 1938.

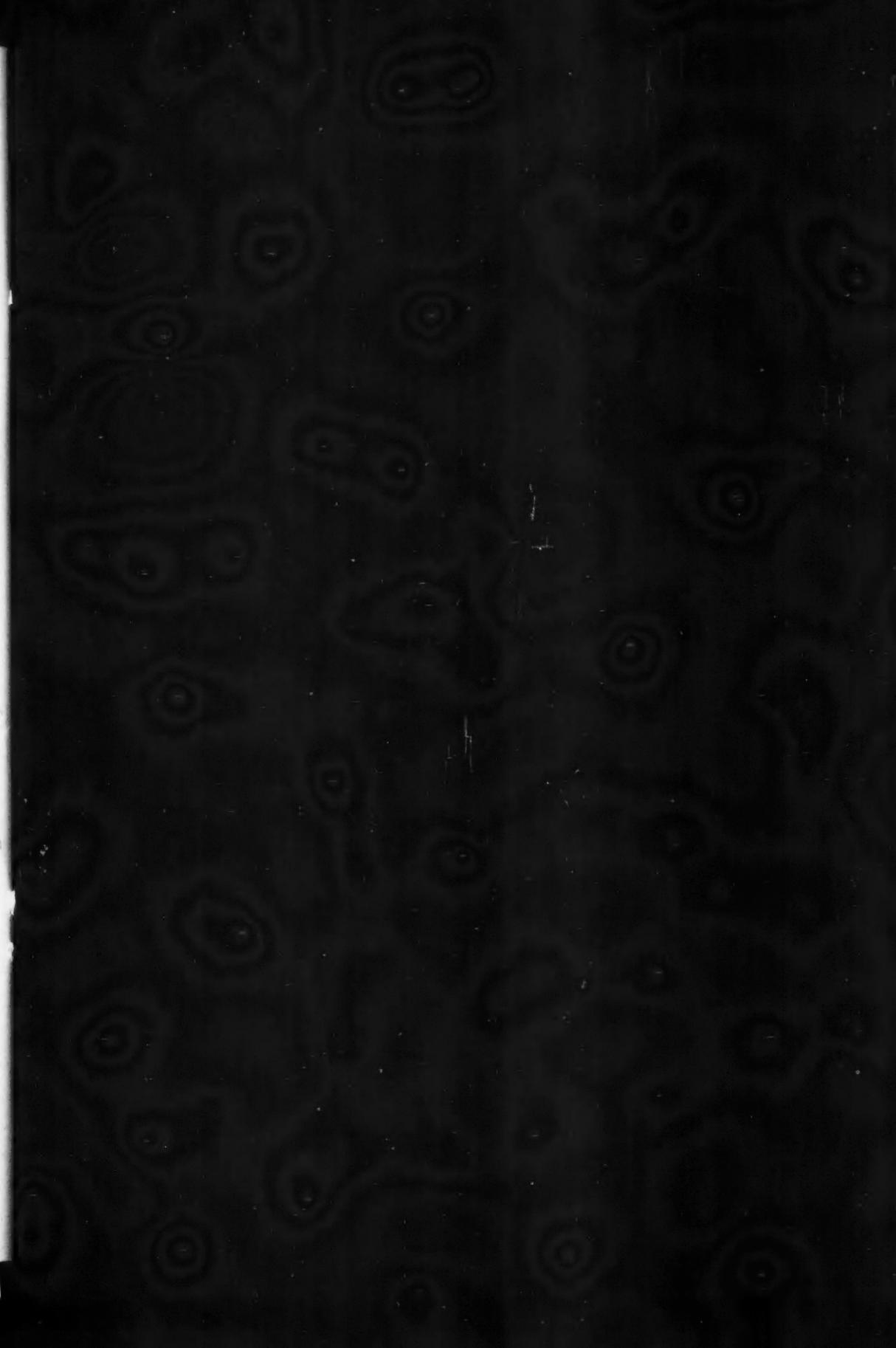
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### *For the Teacher's Notebook*

THE EXECUTIVE are pleased to announce the new book circulating service available to all members. We trust the library will gradually increase to include many valuable books hitherto inaccessible to our members. The forthcoming bi-annual letter will include a detailed list of the books and the instructions for borrowing.

A note from the Federation Research Committee — We are hard at work upon the *list of Children's Books* promised to our members and are pleased to announce that, due to the kind co-operation of a number of publishers, we are gathering together a permanent collection of Children's Books for Federal use.

An appraisal for adults and children of the current motion pictures in America is given each month in *Parent's Magazine*, also a review of recorded music for the convenience of parents and teachers.





## Canadian Welfare Council

Bounded in Ottawa, in 1920, as the result of a National Conference of Child Welfare Workers, convened by the Child Welfare Division, Dominion Department of Health, COUNCIL HOUSE, 245 COOPER ST., OTTAWA, CANADA.

### OBJECT

- (1) To create throughout the Dominion of Canada an informed public opinion on problems in the field of social welfare.
- (2) To assist in the promotion of standards and services which are based on scientific principles and which have been proved effective in practical experience.

### METHODS

- (1) The preparation and publication of literature, arrangement of lectures, addresses, radio and film material, etc., and general educational propaganda in social welfare.
- (2) Conferences. (3) Field Studies and Surveys. (4) Research.

### MEMBERSHIP

The membership shall be of two groups: organization and individual.

(1) Organization membership shall be open to any organization, institution or group having the progress of Canadian Social Welfare wholly or in part included in their program, articles of incorporation, or other statement of incorporation.

(2) Individual membership shall be open to any individual interested in or engaged in Welfare work, upon payment of the fee, whether that individual is in work, under any government in Canada, or not.

### FEES

1. Sustaining Members	Annual Fee, \$50.00	Representatives: 5
2. National Organizations	Annual Fee, \$3.00	Representatives: 3
3. Provincial Organizations	Annual Fee, \$1.00	Representatives: 2
4. Municipal Organizations	Annual Fee, \$2.00	Representatives: 1
5. Individual Members	Annual Fee, \$1.00	Representatives: 1
6. Annual Non-Member subscription—The WELFARE Summary	\$1.50	

In electing the Governing Board and the Executive, all members will be grouped according to their registration by the Treasurer.

Every member will receive a copy of the proceedings of the Annual Conference and such other publications as may be published from time to time.

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